

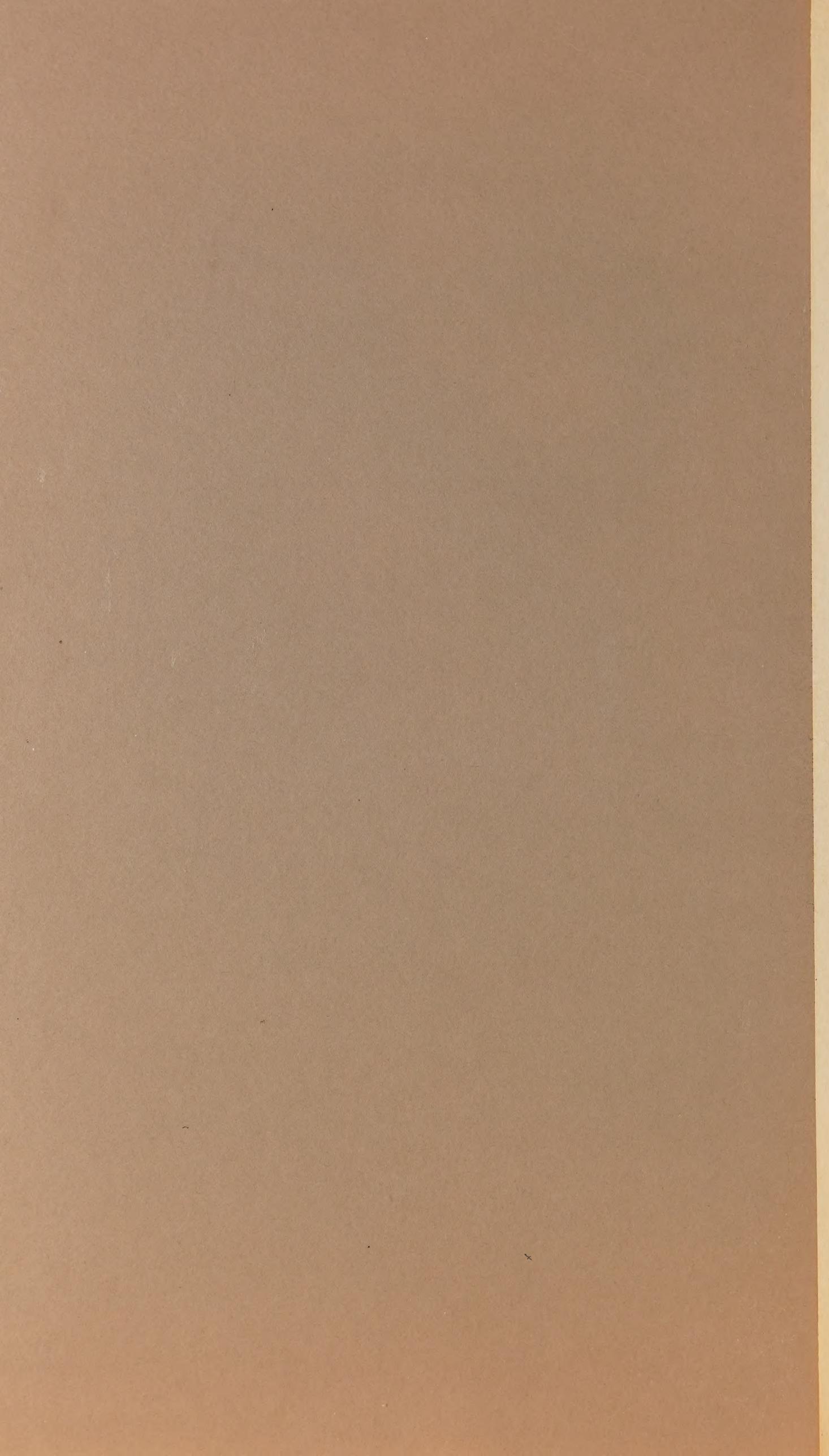
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Summary  
of  
Submissions

at Public Hearings of the

Ottawa, Eastview & Carleton  
Local Government Review

March 17 - April 9, 1965



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THE OTTAWA, EASTVIEW AND CARLETON COUNTY  
LOCAL GOVERNMENT REVIEW

SUMMARY OF SUBMISSIONS AT PUBLIC HEARINGS

May, 1965

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Special Commissioner.

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TABLE OF CONTENTS

|   | <u>Page</u>  |
|---|--------------|
| Introduction  | I - II       |
| Corrections and Additions to the Report on Research Findings                | III, IV, V   |
| Summary of Submissions  |              |
| 1. Rev. H. C. Vaughan, Rector, Parish of Navan                              | 1 - 2        |
| 2. Planning Committee, Cumberland Community Association                     | 3            |
| 3. National Capital Region Branch, Community Planning Association of Canada | 4 - 7 inc.   |
| 4. Study Group of the University Womens' Club of Ottawa                     | 8 - 10 inc.  |
| 5. Ottawa Transportation Commission   | 11 - 13 inc. |
| 6. Cumberland Township Public School Board                                  | 14 - 16 inc. |
| 7. Trustees of Police Village of Manotick                                   | 17 - 19 inc. |
| 8. Village of Stittsville   | 20 - 21      |
| 9. Dr. I. F. Kennedy, Cumberland Community Association                      | 22           |
| 10. Crystal Beach Community Association                                     | 23 - 24      |
| 11. Bell's Corners Property Owners' Association                             | 25           |
| 12. Mr. D. O. Campfield   | 26 - 28 inc. |
| 13. William Teron Limited   | 29 - 31 inc. |
| 14. Dr. Charlotte Whitton   | 32 - 37 inc. |
| 15. Village of Rockcliffe Park  | 38 - 40 inc. |
| 16. Eastview Public School Board  | 41           |
| 17. Township of Torbolton   | 42 - 45 inc. |
| 18. Parkwood Hills Community Association                                    | 46           |
| 19. Ottawa Collegiate Institute Board                                       | 47 - 50 inc. |
| 20. City View Community Association   | 51 - 53 inc. |
| 21. Township of North Gower   | 54 - 55      |
| 22. Mr. John H. McDonald, Q.C.  | 56 - 59 inc. |
| 23. Mr. Harold E. Denman  | 60 - 61      |
| 24. Lions Club of Navan   | 62 - 64 inc. |



|  | <u>Page</u>    |
|--|----------------|
| 25. Womens' Institute of Navan   | 65 - 66        |
| 26. Ottawa Civic Hospital  | 67 - 69 inc.   |
| 27. Greenbelt Property Owners' Association   | 70 - 72 inc.   |
| 28. Electrical Contractors' Association of Ottawa                                  | 73             |
| 29. * Eastview Planning Board  | 74 - 76 inc.   |
| 30. Parish of Bear Brook   | 77 - 79 inc.   |
| 31. County of Carleton   | 80 - 86 inc.   |
| 32. Township of Cumberland   | 87 - 91 inc.   |
| 33. Nepean Hydro Commission  | 92 - 95 inc.   |
| 34. Ottawa Separate School Board   | 96 - 100 inc.  |
| 35. Ottawa Public School Board   | 101 - 103 inc. |
| 36. Nepean Township Hospital Committee   | 104 - 106 inc. |
| 37. Ottawa Hospital Council  | 107 - 109 inc. |
| 38. Township of March  | 110 - 111      |
| 39. Township of Fitzroy  | 112 - 114 inc. |
| 40. Carleton County Federation of Agriculture                                      | 115 - 120 inc. |
| 41. Township of Gloucester   | 121 - 125 inc. |
| 42. Orleans Chamber of Commerce and Board of<br>Trustees of Orleans Police Village | 126 - 128 inc. |
| 43. Mr. John I. Butler   | 129 - 134 inc. |
| 44. Nepean Public School Board   | 135 - 138 inc. |
| 45. Merivale Gardens Home Owners' Association                                      | 139 - 142 inc. |
| 46. City of Ottawa   | 143 - 153 inc. |
| 47. Township of Marlborough  | 154 - 156 inc. |
| 48. Mr. Howard L. Perkins  | 157 - 159 inc. |
| 49. * City of Eastview   | 160 - 163 inc. |
| 50. Nelson Charlebois, Reeve of Cumberland Township                                | 164 - 165      |
| 51. Township of Nepean   | 166 - 173 inc. |
| 52. Mr. A. L. Dube   | 174            |
| 53. Messrs. Robert W. MacQuarrie and Frederick<br>G. Barrett                       | 175 - 179 inc. |
| 54. Mr. Michael Lackner  | 180            |
| 55. Messrs. D. C. MacPhail, O. Fisher and Mrs.<br>F. T. Graves                     | 181 - 182      |
| 56. Ottawa Board of Trade  | 183 - 184      |



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THE

OTTAWA, EASTVIEW AND CARLETON COUNTY LOCAL GOVERNMENT REVIEW

SUMMARY OF SUBMISSIONS AT PUBLIC HEARINGS

INTRODUCTION

The procedure established at the outset of this Review called for research, public hearings and final report phases. The research phase resulted in the publication of a report entitled 'Report on Research Findings'. The public hearing phase was divided into two parts: initial hearings at which opinions were invited and after which a summary of briefs submitted and the discussion at the hearings would be published and secondly, further hearings in order to have any altered views expressed which might result from reviewing the opinion of others.

We have now reached the latter part of the second phase of the procedure. This report prepared by the Review staff, attempts to fairly summarize all the briefs presented and, as well, the discussions which took place at the first public hearings. Also included in this report is additional material which resulted from corrections and additions to the Report on Research Findings.

No attempt has been made to group submissions in any particular form. The order in which the summary is arranged is directly related to the order of submission. Where no written briefs were submitted, the order of inclusion in this report was dictated by the chronology of the transcript of the hearings. Written briefs submitted by mail and not

presented at the hearings were read into the record and appear in this report in the order received.

In accordance with the previously established procedure, further public hearings will now be arranged so that any altered views can be expressed. This procedure has been used in order to provide the fullest possible opportunity of presenting initial 'unilateral' opinions and then presenting any change in opinion which might result from the interaction of views; a 'multilateral' approach might, therefore, produce some consensus of attitudes.

The Review will conclude with the presentation of a report, with recommendations, to the Minister of Municipal Affairs.

The Review staff are most appreciative of all those contributing to this study in all of its phases.

CORRECTIONS AND ADDITIONS TO THE  
REPORT ON RESEARCH FINDINGS

CORRECTIONS

| <u>Page</u> | <u>Details</u>   |
|-------------|--|
| VIII        | <p>The first sentence under item 7 should read:</p> <p>"The impressive number of school board employees reflects a dramatic 132% increase in the area's total school enrolment from 40,000 in 1951 to over 93,000 in 1963."</p>  |
| 43          | <p>The following footnote should be added to Table 6-1:</p> <p>"Ratios of population per council member have been calculated using the permanent year-round population totals as reported by local assessors. Higher ratios would result from inclusion of summer cottage populations; Torbolton's ratio would be most affected, rising to about 1050:1, but the ratios of Cumberland, March, Fitzroy, Marlborough, North Gower and Osgoode would also be raised though to a much smaller extent."</p>   |
| 65          | <p>Item 2 should read "may" not "must".</p>  |
| 89          | <p>The last paragraph (continued on page 90) should be changed to read:</p> <p>"Certificate classification for teachers in the public schools and the English-speaking separate schools is by grade of standard certificate held. Certificate classification for teachers in bilingual separate schools is by specialist certificate held. Therefore it cannot be concluded from the data given in Table 7-12 that a greater proportion of separate school teachers hold specialist certificates. However, specialist certificates are obtained after the basic certificate in all systems."</p> |
| 93          | <p>The following footnote should be added to Table 7-14:</p> <p>"Secondary enrolment in Grades 9 and 10 administered by the Ottawa Separate School Board is included in the secondary category above."</p>   |
| 102         | <p>Additions to the Kent Street, Agincourt and Woodroffe Public Schools were erroneously reported and should be deleted.</p>   |
| 108         | <p>The second paragraph under <u>FUTURE PROSPECTS</u> should be changed to read:</p> <p>"The Ottawa Public School Board has operated an Intermediate School system since 1929. There are 13 such "senior" schools combining grades 7 and 8 in the public school system. It is felt that the future inclusion of similar intermediate or of junior high schools in other municipalities should be mentioned as a possibility."</p>  |

| <u>Page</u> | <u>Details</u>  |
|-------------|---|
| 108         | The following sentence should be added to the last paragraph:<br><br>"Reference should also be made to the Girls' and Boys' Vocational Schools in the Ottawa Public School system; it is proposed to unite these two schools in the new Borden Street School which will provide "opportunity" classes for slow learners in the senior elementary grades."   |
| 120         | The first figure in the last column of Table 7-25 - gross expenditure per Ottawa Public School pupil - should be \$410.20 not \$412.20.   |
| 209         | In Table 16-4, the 1964 Nepean taxable assessment should be \$40,515,235. not \$39,400,000. The following footnote should also be added to this table, with reference to the DEBT/ASSESSMENT RATIOS:<br><br>"These ratios would alter if equalized assessment figures were used; since equalizing would raise the assessments of Eastview, Nepean and Gloucester relative to Ottawa's, their ratios would drop relative to Ottawa's." |

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#### ADDITIONS

The Report on Research Findings did not include an overall picture of expenditures by function for the County of Carleton or the outer municipalities. While it had originally been intended to include these, time was not available for their preparation. Since the publication of that Report, it has been possible to prepare this material for the County; it is presented below.

The first table shows all expenditures made by the County Corporation, including those covered by Provincial grants and by grants from Ottawa and Eastview. The second excludes the expenditures covered by grants from Ottawa and Eastview, and is comparable to Table 16-1 in the Report on Research Findings. The third also excludes expenditures covered by Provincial grants, and is comparable to Table 16-2 in the Report.

The tables show that the County budget is relatively small, and heavily oriented to roads. There is clearly room for expansion of County functions.

Table 1. GROSS EXPENDITURES BY FUNCTION, CORPORATION OF THE COUNTY OF CARLETON, 1951 and 1963, INCLUDING EXPENDITURES COVERED BY GRANTS FROM THE PROVINCE AND FROM THE CITIES OF OTTAWA AND EASTVIEW.

|      |           | (1)     | (2)    | (3)       | (4)        | General  | Debt (6) |         |
|------|-----------|---------|--------|-----------|------------|----------|----------|---------|
|      | Total     | Welfare | Health | Roads     | Protection | Gov't(5) | Charges  | Other   |
| 1951 | 857,417   | 60,099  | 40,104 | 443,159   | 215,306    | 38,429   | 32,016   | 28,304  |
| %    | 100.0     | 7.0     | 4.7    | 51.6      | 25.1       | 4.5      | 3.7      | 3.4     |
| 1963 | 2,741,528 | 126,700 | 11,073 | 1,572,366 | 500,508    | 112,682  | 273,349  | 144,850 |
| %    | 100.0     | 4.6     | 0.4    | 57.4      | 18.2       | 4.1      | 9.9      | 5.4     |

Table 2. GROSS EXPENDITURES BY FUNCTION, CORPORATION OF THE COUNTY OF CARLETON, 1951 and 1963, INCLUDING EXPENDITURES COVERED BY PROVINCIAL GRANTS, BUT EXCLUDING THOSE COVERED BY GRANTS FROM THE CITIES OF OTTAWA AND EASTVIEW.

|      |           | (1)     | (2)    | (3)       | (4)        | General  | Debt (6) |         |
|------|-----------|---------|--------|-----------|------------|----------|----------|---------|
|      | Total     | Welfare | Health | Roads     | Protection | Gov't(5) | Charges  | Other   |
| 1951 | 638,995   | 60,009  | 17,688 | 383,569   | 98,577     | 32,708   | 18,050   | 28,304  |
| %    | 100.0     | 9.4     | 2.8    | 60.0      | 15.5       | 5.1      | 2.8      | 4.4     |
| 1963 | 2,009,872 | 126,700 | 11,073 | 1,371,466 | 92,106     | 107,215  | 156,463  | 144,850 |
| %    | 100.0     | 6.3     | 0.6    | 68.3      | 4.6        | 5.4      | 7.7      | 7.1     |

Table 3. NET EXPENDITURES BY FUNCTION, CORPORATION OF THE COUNTY OF CARLETON, 1951 and 1963, EXCLUDING EXPENDITURES COVERED BY GRANTS FROM THE PROVINCE, AND FROM THE CITIES OF OTTAWA AND EASTVIEW.

|      |         | (1)     | (2)    | (3)     | (4)        | General  | Debt (6) |         |
|------|---------|---------|--------|---------|------------|----------|----------|---------|
|      | Total   | Welfare | Health | Roads   | Protection | Gov't(5) | Charges  | Other   |
| 1951 | 331,361 | 60,099  | 17,688 | 145,986 | 28,796     | 32,708   | 18,050   | 28,304  |
| %    | 100.0   | 18.1    | 5.3    | 44.1    | 8.7        | 9.9      | 5.4      | 8.5     |
| 1963 | 991,842 | 126,700 | -2,500 | 367,064 | 92,106     | 107,215  | 156,463  | 144,850 |
| %    | 100.0   | 12.7    | -      | 37.0    | 9.3        | 10.8     | 15.7     | 14.5    |

NOTES

- (1) Net cost to the County after deduction of Provincial grants (gross figures not available for welfare). Includes Children's Aid, Carleton Lodge, House of Refuge.
- (2) Hospitalization of Indigents.
- (3) Includes Suburban Roads Commission expenditures; excludes \$20,906. rebates to villages in 1963 (to avoid double counting with tables 16-1 and 16-2 in the Report on Research Findings).
- (4) Includes courts, jail, registry office, E.M.O.
- (5) Includes Council fees, administrative salaries and supplies etc.
- (6) 1963 debt charges exclude \$76,606. for the South Carleton High School, which is entirely covered by grants from the municipalities comprising the High School District.

SOURCE

Annual Reports of Municipal Statistics, Ontario Department of Municipal Affairs.  
Annual Municipal Auditor's Reports.



REVEREND H. C. VAUGHAN,  
RECTOR OF THE PARISH OF NAVAN.

BRIEF

When first posted to this parish, Rev. Vaughan found it part of a Deanery of Prescott and Russell, the western end of which faced Ottawa while the eastern end, fifty miles away, faced Montreal. It seemed strange that Cumberland Township should be teamed with a County which faces the other way.

Subsequently the Anglican Church dissolved this deanery, its western parishes being joined to Carleton, its eastern parishes to Stormont Deanery, and this has proven to be a happy solution. A similar re-orientation of local government might be considered by the Review.

Also deserving consideration is the fact that there is only one resident doctor serving communities in the Cumberland Township area; rural doctors are not allowed to treat their patients in City hospitals, and the poor roads in Cumberland Township seriously hinder doctors' visits.

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HEARING

Rev. Vaughan did not feel qualified to delineate the area oriented to Ottawa, although he suggested the boundary might lie east of Rockland from Wendover to Bourget and Limoges. He indicated that such a delineation had been studied by the Lions Club of Navan and would be contained in their brief. The criteria for this delineation would be the extent of Ottawa milk, newspaper and soft drink routes and the area from which Cumberland residents shop and bank in the City of Ottawa. It was felt that many area residents shared his views.

Rev. Vaughan could not suggest a political structure for such a combined area but could see the continuance of some form of local government with a redefinition of certain boundaries occurring

later. It was appreciated that with the distinction between rural and urban areas, legislation for the two distinct areas might present problems.

On the question of hospital facilities, it was noted that Kemptville, Almonte and Carleton Place have hospitals while Stittsville, Manotick and Richmond have resident doctors. The one resident doctor in Cumberland Township can only attend maternity cases in one Ottawa hospital, St. Louis Marie de Montfort. Rev. Vaughan could see no immediate solution to this overall problem but thought that a considerable segment of Cumberland's population would be willing to contribute financially to hospital facilities located within the greenbelt if it was within their means to do so.

It was suggested that a later brief would probably consider the question of the extension, improvement and financing of services which might be incurred by the Township realignment. Speaking generally from his church experience, Rev. Vaughan felt alignment should occur where people had similar views, opportunities and problems, with the rural areas remaining rural. He refrained from any observation on political attitudes.

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PLANNING COMMITTEE  
CUMBERLAND COMMUNITY ASSOCIATION

BRIEF

Expert planning advice leading to firm planning and zoning measures are urgently required for the area around Cumberland Police Village. So far, the Township Council has been indifferent to the Association's request that such action be undertaken.

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HEARING

The submission was presented by Richard A. Gretton, Chairman, and Robert Platts, Dr. I. F. Kennedy, K. H. Hart, L. R. McNarry and H. Ala-Kantti, members of the Planning Committee.

It was noted that the Association represents an area of about a three mile radius around Cumberland Police Village. In the discussion, it was urged that development in this area should take the form of planned low density housing along the ridge overlooking the Ottawa River, which would not use up prime agricultural land. It was admitted, however, that the cost of services for such development could hurt farmers in the township unless industrial development were obtained, or real property relieved of education costs, or the developed areas separately incorporated.

The primary concern of the delegation was the need for professional planning and protective zoning in the area however, and it was stated that regional control would be welcomed to this end, while the rural Township Council is inadequate to the task.

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NATIONAL CAPITAL REGION BRANCH  
COMMUNITY PLANNING ASSOCIATION OF CANADA

BRIEF

The area under consideration is a major part of the National Capital Region, in which both local citizens and the people of Canada as a whole have vital interests.

The citizens of the Ottawa region are impatient with the lack of cooperation and achievement in regional planning. The solution, however, does not lie in giving up local democratic control to a Federal District Commission, but rather in bringing the entire system in the area under a normal simple representative system of government.

When the plan for the National Capital was published by the Federal Government in 1950, it was hoped that the local municipalities would adopt and implement it through the joint Ottawa Planning Area Board. But the Federal Government's needs and ambitions in planning outpaced the municipalities' abilities for accomplishment and over the years the National Capital Commission was given the power to get things done through expropriation, while the planning function of the National Capital Commission ceased to be representative of the municipalities in the region. Since many projects planned by the National Capital Commission are expensive, local citizens may be reluctant to reclaim the planning function as a local responsibility. Yet the combination of legislative, administrative and judicial functions in the National Capital Commission is autocratic.

To overcome these problems, two suggestions are made, for "The Ideal: A Regional Municipality", and "A Modified Ideal: An Ontario Regional Municipality". The ideal solution would require the cooperation of the governments of Ontario, Quebec and Canada in creating and jointly administering a Charter for a regional municipality

which might take on certain functions now performed by Federal authorities. Boroughs within this municipality could continue to administer matters not of regional importance.

The modified ideal of a regional municipality in Ontario should:

- (a) be large enough to permit sound regional planning for the entire Ottawa metropolitan area, and be given this responsibility;
- (b) be composed of representatives either directly elected by local citizens or appointed by the elected officials of existing local municipalities, with a small minority of appointed Federal and Provincial representatives;
- (c) retain existing local municipalities, although their powers may be restricted to matters of only local concern.

---

#### HEARING

Mr. Stephen Dale, Chairman, Sterling Ferguson, past Chairman and Major T. S. Chutter, Secretary, were present to make the submission. It was noted that the Branch has 203 members, the majority residing in Ottawa or the suburbs but a sprinkling coming from as far as Almonte, Arnprior, Orleans, Gatineau and Aylmer; all received copies of the Brief and none have raised any objections. An annual publication of the Branch has reported planning activities in the National Capital area for the last six years.

In clarification of the Brief, it was explained that the phrase "normal, simple representative system of government" was intended to mean government by elected representatives. This would include either direct election to a regional council, or election to local councils which would in turn send representatives to the regional council. The main concern expressed by the delegation is to achieve responsible, unified, effective planning control over a region large enough to prevent the plans being frustrated by happenings outside. It was recognized that regional planning implies a regional

government for effectiveness. If the National Capital Commission were still necessary, it could cooperate much more readily with a unified regional planning authority than with the present multiplicity of local agencies. The regional authority should be clearly responsible for planning as opposed to the present divided jurisdiction where no one knows who plans the Capital, and any plans of the National Capital Commission should conform to and implement the regional plan. The hope was expressed that bringing planning under democratic control in this way will emphasize its role as the application of forethought and coordination to all municipal activities, whereas it is now associated by the public only with expensive National Capital Commission projects.

Although reluctant to spell out the division of functions between existing municipalities and the proposed regional government, the delegation made it clear that a continued and flexible role should exist for local municipalities; to preserve this role, however, the threat of imposition of a federal district will have to be staved off by creation of a regional government capable of dealing effectively with area-wide problems. And because of the federal interest in the Capital, it was recognized that this regional government should provide an avenue for expression of the national interest by having a minority of Federal government representatives on it.

The vacuum in planning and development control beyond the greenbelt was cited as an area-wide problem which is not being met. Even if the study of this area recently initiated by Central Mortgage and Housing Corporation with the support of the National Capital Commission suggests the form development should take, municipal machinery to implement proposals does not exist; and the planning ought to be done by responsible municipal government, not by Federal agencies.

The possibility of devising some kind of "development

corporation" to coordinate public and private interests in large-scale satellite developments, relieving rural townships of this role, was suggested by the Commissioner and in discussion was favourably received by the members of the Branch.

The hearing ended with the delegation expressing the hope that the "ideal" proposal recommended in the brief might receive serious consideration by higher authorities, even though it is beyond the terms of reference of the Review.

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A STUDY GROUP  
UNIVERSITY WOMEN'S CLUB OF OTTAWA

BRIEF

An informal poll taken by the study group, of approximately 300 club members, showed that almost all were dissatisfied with the present government arrangements in Ottawa and area. Although more than half the members of the group, impressed by the quality of Federal projects, favoured a National Capital District administered by the Federal Government, the study group feels that such a solution would be undemocratic, bureaucratic, dictatorial and irresponsible to diverse local needs.

A continuation of the present system with its inter-governmental disagreements, is equally undesirable.

A regional government with a council comprising elected representatives from the various municipalities, appointed officials from the Federal Government, Members of Parliament, Members of the Legislative Assembly, and possibly those Senators with special qualifications, is recommended. It should have a professionally-staffed planning board which would take over the planning function presently performed by the National Capital Commission, and coordinate local planning bodies, which would continue to exist. This regional board must have authority to enforce its decisions, and should have a court of appeal for citizens.

The regional government would manage all capital financing; maintain major roads, public transportation, hospitals and parks; integrate water and sewer systems; set up an area police force; co-ordinate local fire departments; and build schools.

The local municipalities would maintain their own fire departments, local roads, schools and garbage collection, and would continue to levy and collect taxes, remitting a share to the regional

government; the Federal Government would also make a contribution.

The study group hopes that this Ontario inquiry will lead to inter-provincial discussions about the more desirable goal of considering Ottawa-Hull as a planning and administrative unit.

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HEARING

Mrs. D. J. Bailey, Mrs. B. A. Keith, Mrs. W. A. Whitelaw, Mrs. E. A. Watkinson and Mrs. C. M. Wiltshire made the submission.

During the discussion, the following points were added to those made in the written brief:

- 1) The institution of an ombudsman could perhaps be considered as a part of the board of appeal mechanism which the study group feels is essential, especially in the Ottawa area where numerous expropriations affect the citizens.
- 2) The relationship of a regional government (with an area of jurisdiction which should be determined by commuting radius from the central city) to adjacent governments in the much larger Eastern Ontario economic region would have to be considered.
- 3) The proposed regional government is primarily needed to effectively control land uses, and should have more powers, particularly in planning, than present municipalities have.
- 4) Representation on the regional council should not be directly elected, but chosen from the elected local councils. The Study Group recognized that "representation by population" is difficult if not impossible to achieve in this way, and agreed that a large municipality like the City of Ottawa would require more than one representative, but did not feel capable of developing the proposal in any greater detail
- 5) The division of functions between the regional and local governments was not spelled out in great detail, but it was suggested that zoning and building by-laws could continue under

local jurisdiction as long as they conform to standards set at the regional level and subject to regional government approval by building plans. Similarly smaller sewer and water mains could be built and maintained by local governments with trunk mains a responsibility of the regional government. Hospitals should be a regional responsibility.

- 6) It was suggested that the regional council might comprise 30 members, half of them appointed by the Federal government to represent the national interest and chosen from each province like the members of the National Capital Commission, the other half including representatives of the local municipalities along with the Members of Parliament and some of the Members of the Legislative Assembly from Federal and Ontario ridings in the region. The council should meet only four or five times a year to determine policies.
- 7) Day to day administration of the regional government should be under a well-qualified "city manager" directing an adequate professional staff similar to (and perhaps comprising some of) the present staffs of the National Capital Commission and the City of Ottawa.

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THE OTTAWA TRANSPORTATION COMMISSION

BRIEF

When the passenger transport business began to decline from its wartime peak, the private Ottawa Electric Railway Company decided to dispose of the system and the City of Ottawa acquired it as an indispensable public utility in 1948.

The City's 1950 annexation opened up 22,000 acres to unplanned patchwork developments which the Ottawa Transportation Commission was required to service, much of it at a loss. Although a five cent outer zone fare helps cut the loss, and density in the annexed area will gradually rise, enabling many of these routes to pay, the self-sustaining system must in the meantime make up remaining losses from fares charged in the denser central area. The Ottawa Transportation Commission has suggested that the City should absorb these losses to avoid raising the general fare level which discourages use of the service.

If development occurs beyond the greenbelt, providing it with bus service will be even more expensive, particularly if lands within the greenbelt are only partly developed.

Creation of satellite towns, largely self-contained and connected to Ottawa by highways free of ribbon development, would make feasible contractual Ottawa Transportation Commission service at cost between them and the City.

It is hoped that the Regional Traffic and Transportation Study now in process will lead to a better balance between public transportation and the private automobile, thus relieving traffic congestion and permitting faster bus service.

---

HEARING

The submission was made by Mr. D. McMillan, Chairman, and Mr. G. Brady, General Manager.

The discussion centred on implications of extending Ottawa Transportation Commission service beyond the present city limits, the present financial situation of the Commission and its future prospects, and possible long term arrangements.

Extension of service to other municipalities under the present Ottawa Transportation Commission charter would require them to underwrite any losses incurred by the Ottawa Transportation Commission, levying an area charge for this purpose on each area served, which might be equivalent to an extra 10¢ or 15¢ average adult fare on top of the city two-zone fare of 20¢. With regard to adequate service of the Ottawa-Hull area, a system penetrating both cities more effectively, using the new bridges, was foreseen as becoming necessary in the future.

While 1964 was the best year, financially, that the Ottawa Transportation Commission has had, labour efficiency has now about reached the optimum so that further cost increases cannot be offset by gains in efficiency. With likely cost increases (due to labour and pension legislation as well as wage negotiations) on the horizon, it was stated that financial difficulties are expected in the near future.

Reduction or removal of fuel taxes, license fees and municipal taxes would provide a short term solution, but in the long run municipal tax support of a basic level of public transportation service appears to be the only feasible answer. This support should cover losses incurred in the operation of necessary routes which do not pay their way (i.e. those which generate fewer than about five passengers per mile under present conditions), and should take the form of a subsidy per passenger-mile operated. Service to satellite

areas beyond the greenbelt - even if carefully planned and linked to the city by high-speed roads - as well as service to many suburban areas within the greenbelt, would likely require subsidy if fares were to be low enough to attract passengers.

Overall coordination of public transportation with roads, parking and traffic control will also be essential; it was stated that this could probably be satisfactorily achieved through a coordinating committee of the agencies involved.

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CUMBERLAND TOWNSHIP  
PUBLIC SCHOOL BOARD

BRIEF

The Report on Research Findings shows the inadequacy of the public school facilities compared with those of Ottawa, there being no auxilliary classes, remedial teaching, industrial arts or home economics classrooms, kindergartens, library rooms, gymnasiums or auditoriums. Despite this lack, Cumberland is paying slightly more per unit of assessment than is Ottawa, yet is only able to spend just over half as much per public school pupil, even though Provincial grants cover a higher percentage of costs.

This disparity reflects Cumberland's much lower assessment per pupil, due to the deficiency of industrial-commercial assessment in a rural area, and illustrates the folly of trying to finance an equitable education system with real estate taxation.

The present position will worsen in future with the rising cost of education, if the forecast of residential dormitory development for Cumberland materializes. Under the present system of financing, the municipality will have to either reduce its standard of education, or set taxes so high they will force farmers to sell to speculators.

School consolidation will improve education, but the better schools plus cost of transportation to them will increase over-all school expenditures and require road improvements as well.

Service from the County Health Unit to Cumberland Township Schools is almost non-existent, and the County has taken no action to overcome the lack of public libraries.

Long range capital programming and regional planning are

desirable, and will require close cooperation between municipal governments and school boards.

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HEARING

The submission was made by Dr. K. H. Hart, Chairman, Mr. R. Bradley, Vice-Chairman and Stanley Edwards and Robert Edwards, members of the Board.

It was pointed out that the present Township Board took over the six existing schools from the four previous Boards, on January 1st, 1965. These schools include two one-room, two two-room, one four-room and one six-room, all covering grades 1-8. Pupils over two miles from a school are generally transported by bus today, at Board expense. In addition public school pupils from the Queenswood area, who number about 40, attend school in Ottawa, the Township paying \$2.00 per pupil per diem tuition (compared to a cost of just over \$1.20 per diem in the Township schools) and the parents paying transportation costs. There are about 500 public school pupils alltold. All secondary students from the Township attend Ottawa High Schools.

Teachers in the Township schools generally have little experience; it is hard to get teachers for the one-room schools and the bad roads make teacher-commuting difficult, as well as adding to bus transportation costs (which represent about 20% of the Board's budget). Education purchased in Ottawa is superior, but parent-school contact is made difficult by the distance.

The Township public schools are all too small, and the Board is aware of the need for consolidation, probably into two schools of about 250 pupils each, which will increase transportation costs. In addition, a school may have to be built in the Queenswood area in perhaps three or four years depending on the rate of

development. It was stated that all this will impose a heavy financial burden on Township ratepayers and increase the portion of Township expenditures required for education, unless property taxes are relieved of more costs, or costs are pooled over a wider area with better assessment, such as the urban area to the west of Cumberland.

While the Board felt it essential to retain local character in the control of education, it was admitted that the over-riding need to provide a standard of education equal to the City's will require giving up some local sovereignty. It was suggested that perhaps a larger financing unit could be combined with local administrative units in a satisfactory solution.

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THE TRUSTEES  
THE POLICE VILLAGE OF MANOTICK

BRIEF

Located at the only crossing of the Rideau River between Hog's Back, twelve miles to the north, and Kars, six miles to the south, Manotick has long been a natural centre for trade, service and social activities. Recent growth has brought many residents who work in the urban or suburban areas but prefer to live in a village, tending to reinforce rather than dilute Manotick's unique identity and character.

The village lies in three townships, surrounding settlement in four however, and in each case Manotick is remote from the main centres of township interest and lacks sufficient votes to influence any of the township councils, particularly when parallel action by the other townships is necessary to effectively meet a Manotick problem. Yet the population of the settlement at Manotick approaches, equals or exceeds that of Rockcliffe Park, Fitzroy, Huntley, Richmond, Stittsville, Marlborough, Torbolton and March.

The Trustees are responsible for streets, sidewalks, snow removal, street lighting and garbage collection in the village, each of which compares favourably with other areas. In matters such as planning, building control, recreation and park acquisition however, responsibility lies with the townships and the dealings which the Trustees - and the community as a whole - have had with them have been notably less than satisfactory, due to the present system of local government. Widely different assessment practices are also evident in the four segments of the community, giving the appearance of injustice.

Incorporation of Manotick and a reasonable part of the surrounding area as a Village and subsequently as a Town appears to be the only reasonable solution. Planning for the wider area should also consider Manotick's distinctive identity and provide room for its growth.

Annexation to bring Manotick entirely within Gloucester (or one of the other townships), possibly followed by dissolution of the Police Village, would be bitterly opposed because it would ignore the vital social characteristics of the settlement and the fact that there is no focus for Manotick people in the settled parts of Gloucester. Failure to consider such social characteristics is a serious shortcoming of the Report on Research Findings.

The Trustees would be reluctant to see our community merged with any municipality. But the future Town Council of Manotick might well be able to get along with rather less authority and responsibility than is provided for towns or townships in present legislation, relinquishing to a regional agency those functions which have become essentially regional rather than local in their nature.

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#### HEARING

The submission was made by the three trustees, Messrs. D. V. Carroll, D. W. Bartlett and J. S. McNeil.

In illustration of the difficulties which arise from the Manotick community's location in four townships, Gloucester Council's reluctance to contribute to a fire hall and volunteer brigade in Manotick was cited. From Gloucester's point of view, a location some three miles away which could serve a larger portion of the township is preferred; from Manotick's viewpoint, a fire hall in the village near the only river crossing for miles would serve the region better.

Similarly the trustees stated that the large population growth anticipated for adjacent areas in the four townships should, under proper regional planning, be organized into a cohesive satellite centred on the existing community of Manotick. Experience has convinced them that they could deal more effectively with a regional

authority than with the township councils on such matters of wider concern, provided the Manotick area is given municipal status and a voice on the regional council.

With such a regional authority to respond to area-wide needs, the view was expressed that a municipality of Manotick while sharing in water, sewer, drainage and planning programs, would not be required to provide significantly more services than supplied by the present police village, yet would still meet the need for meaningful local autonomy. The present assessment of about \$1,000,000. is viewed by the trustees as an adequate base for such municipal independence, a view supported by a special auditor's report prepared a couple of years ago.

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COUNCIL  
THE VILLAGE OF STITTSVILLE

BRIEF

Residents of Stittsville are satisfied with the recent incorporation of the Village and want to retain their local government. In contrast to a comparable area outside the Village the tax rate decreased after incorporation. For several years the mill rate for general purposes was reduced to compensate for increases in school rates, yet in spite of this, badly needed improvements in streets and drainage were made, and a street lighting program was started. Better health services were also obtained from the Gloucester-Nepean Health Unit, leading to the formation of the Carleton Health Unit. The Stittsville Planning Board has greatly assisted proper development of the Village and should be retained; it would gladly cooperate with any neighbouring or County Board which might be established.

Before incorporation, Goulbourn advised inclusion of a larger area, and the Village believes it would benefit all concerned if Union School Section No. 12 were now added to Stittsville.

The cost of education in the Village is the highest comparatively in the review area because the Village, predominantly residential, is attractive for raising children. Since education benefits all, and local government now has very little authority in its administration, it is suggested its entire cost be taken over by the Province.

The Village would also support a hospital in the County, County assessment, and police and fire protection under the County or some district body.

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HEARING

Reeve Silas C. Bradley, Councillor Albert A. Black, and Mr. E. W. Thompson, Clerk-Treasurer, made the submission.

In clarification of the brief, it was noted that the reduction in the tax rate after incorporation was nominal, only a fraction of one mill. A reduction in the mill rate for the union school section last year was more significant, and reflects a downturn in elementary enrolment which if continued may permit discontinuance of a basement classroom in another building, and render a school addition unnecessary. This would avoid a need for debenture borrowing which it is felt the Ontario Municipal Board would probably refuse, as the Village's present ratio of debt to assessment is 25%.

Lack of borrowing power is also preventing needed blacktopping of village roads and extension of street lighting but it was stated that the Village would prefer to defer such works rather than give up its autonomy. Easing of school enrolment may permit some increase in general expenditures, and there are indications that ratepayers could afford some increase in taxes, but the discussion made it clear that Stittsville could not bear any significant increase in expenditures for services. However, council is not concerned over possible cost to the village of inclusion in the March-Nepean-Goulbourn sewer scheme.

Thus while noting that Stittsville would welcome action at the County, regional or provincial level which would lower hydro rates, help bear school costs and permit capital borrowing, the Councillors felt capable of remaining independent even without such assistance, and want to preserve local autonomy.

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DOCTOR I.F. KENNEDY,  
CHAIRMAN, CUMBERLAND COMMUNITY ASSOCIATION

BRIEF

We, of Cumberland Village and district have been unhappy about Russell County's association with Prescott County for a number of years, and are concerned over the proposed Ontario riding changes. We are all closely associated with Ottawa, twelve miles to the west, and find the political association with the County Seat at L'Orignal, forty-five miles east and half way to Montreal, a farce.

We also suffer economically, due to a higher than equitable share of County assessment and much poorer County roads and health services than are provided in Prescott County. Our elderly persons refuse to use the distant County Home for the Aged at L'Orignal, and any required trips to the courthouse there are ridiculously inconvenient.

HEARING

While convinced that there are compelling reasons why Cumberland Township should be made a part of Carleton County, Dr. Kennedy stated that he does not believe this to be as true for other townships in Prescott and Russell County.

With reference to the hospital problem, it was admitted that use by Cumberland residents of City facilities adds to the current bed shortage without contributing to capital costs. Unable, as a Cumberland doctor, to retain privileges at the Ottawa Civic, Dr. Kennedy was fortunately able to obtain obstetrical and medical privileges at St. Louis Marie de Montfort, a private hospital.

Realignment of Cumberland to the west would permit a proper approach to this and other area-wide problems, such as the urgent need to improve county roads for the many commuters resident in the township, Dr. Kennedy noted.

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CRYSTAL BEACH COMMUNITY ASSOCIATION

BRIEF

It is assumed that this brief should merely comment on the Report on Research Findings, and that it will be possible to express opinions later, both before and after the submission of the Commissioner's recommendations to the Minister.

The Report is generally excellent but would have been improved by:

inclusion of a short review of existing Ontario legislation regarding municipalities;

a few comments on new municipal government legislation in practice and proposed in Canada and the United States;

discussion of police villages;

deletion of Plate 5 which draws sector boundaries through municipalities;

a full discussion of the functions of the National Capital Commission which operates as a special kind of municipality and does not have to answer to local citizens.

Turning to the present system of government, the Association are satisfied with the services, facilities and taxes in Nepean, and would expect compensation over a number of years if required to join the City of Ottawa. There should be more elected officials in Nepean, however, and the Reeve's salary should be more adequate.

It might be suggested that those who work in the City of Ottawa share a responsibility with all Canadians for its collective maintenance.

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HEARING

The brief was presented by Mr. Alan Rayburn, President of the Association.

With reference to the assumptions in the Brief that



a) it should merely comment on the Report on Research Findings, and that

b) it will be possible to express opinions after the submission of the Commissioner's recommendations to the Minister, the Commissioner pointed out that the briefs should contain opinions based on the Research Findings, and that the Review procedure does not call for public hearings after recommendations are made to the Minister (although there will no doubt be opportunity for comments to the government at that time).

The Commissioner also acknowledged the validity of the Brief's criticisms of the Report on Research Findings with the exception of the comment on Plate 5.

In amplification of the Brief, Mr. Rayburn noted that more elected officials are required not for better representation, but to help bear council's heavy workload. He also suggested that an adequate salary for the Reeve would be \$8,000. plus.

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BELL'S CORNERS  
PROPERTY OWNERS' ASSOCIATION

BRIEF

There is little cause to argue with the Report on Research Findings, but attention is drawn to the enormous change in parts of the review area since 1963, the date of most statistics in the Report.

This Association is satisfied with the existing system of local government although a change in the size of Nepean's government seems necessary.

The Association hopes to present considered opinions after examination of the summary of briefs.

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HEARING

The submission was made by Mr. D. O. Campfield, Past President and member of the Executive Committee of the Association.

With reference to the point in the Brief concerning the size of Nepean's government, Mr. Campfield noted that this need results from the rate of growth rather than the absolute size of Nepean, and suggested that the resulting heavy workload could be better carried by expanding the council, the staff, or both.

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MR. D. O. CAMPFIELD

BRIEF

Democratic government is that form of representative government which best meets the needs and desires of those whom it serves.

The principal alternatives are:

- a. The current individual municipal system.
- b. Annexation by the City of surrounding municipalities.
- c. Metropolitan Government.
- d. Regional Government.

The current individual municipal system is close to the electorate and ideally suited to reacting to the needs of a small unique community. It is democratic government in its purest form.

Annexation by the City of surrounding municipalities, on the other hand, without the consent of the vast majority of the electorate, is neither moral nor democratic, and could only be achieved in the face of overwhelming opposition.

Metropolitan Government, as established in Winnipeg, has a council directly elected from ten electoral divisions, each including portions of at least two area municipalities and land used for varying purposes. The Councillors are not in any sense delegates of the local councils, and the system is designed to prevent an equal division of power between the central city and suburbs, or the domination of either. The Metropolitan Corporation was made responsible for public transportation, civil defence, mosquito abatement and major water, sewer, road and park facilities in metro proper, and for assessment, planning, zoning and building controls in metro and an additional zone extending about five miles beyond.

A recent Winnipeg Review Commission found dissatisfaction

with the lack of any representation of local councils on the metropolitan council, with the partial inclusion of some municipalities in metro, and with the extent of the "additional zone". The Commission recommended changes to meet the two latter objections, and concluded that the metro system may confidently be expected to provide a more effective organization of municipal services. It did not however, examine the additional cost burden resulting from an additional level of government.

Because the Ottawa area is less homogeneous (i.e. has fewer municipalities, with the City of Ottawa more predominant -ed.) it would probably be impossible to delineate electoral divisions on the Winnipeg model without a serious imbalance of power in favour of the City on the metropolitan council; the other municipalities could hardly hope to have any influence on the election of its members. All of the most controversial aspects of the Winnipeg metro system would thus be greatly magnified in the Ottawa area and even new ones generated.

For these reasons, metropolitan government is not only undesirable for the Ottawa area, but also unfeasible.

Regional Government can also be rejected for the same reasons as metro government, and also because it is tantamount to annexation by Ottawa of the adjacent municipalities.

We are thus left with the existing system of local government. With an increase in the size of municipal councils to handle their heavy workload, and provision of more workable inter-municipal machinery to effect the necessary planning and co-ordination, it is best suited to meet needs now and in the future.

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HEARING

Mr. Campfield explained that while his Brief was originally prepared as a personal one, it has since been endorsed by the representatives of eleven property owners associations present at a meeting of the executive of the Nepean Township Property Owners' Association. Of the six remaining ratepayers' groups belonging to this Association, five were not present at the meeting, and one (the City View Association) decided to submit its own brief rather than endorse Mr. Campfield's.

It was noted that this support represents widespread satisfaction with the present government in Nepean, implying public acceptance of township policies and a conviction that the Council is responsive to local needs. Most Nepean residents chose to locate there for these reasons. It was also noted that there is fear that any other form of government would cost more, and might provide services which most Nepean ratepayers do not want and could ill-afford. Thus annexation, without the consent of the "vast majority" of those annexed, is regarded as immoral and undemocratic.

With regard to the need for more workable inter-municipal machinery, Mr. Campfield made it clear that this should take the form of voluntary cooperation; if additional coordinating agencies are required, they should be lesser authorities subject to the existing municipal governments, and not over them. No further definition of workable inter-municipal machinery was provided, although it was admitted that some municipalities may not presently be paying their fair share of services which are of benefit to the whole area.

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WILLIAM TERON LTD.

HEARING

This submission comprised an oral presentation at the public hearing. No written brief was received.

The submission was made by Mr. William Teron, and consisted primarily of a description in some detail of the planning for the large Teron development - the March Ridge Development - in south March Township, which is now under construction. The following points were made:

- 1) With westward development inside the greenbelt nearing completion, William Teron Ltd. decided to undertake the building of a satellite town beyond the greenbelt, in uniformity with the Gréber proposals for the National Capital region.
- 2) The site requirements included:
  - sufficient size to determine its own environment and support a desirable range of urban services;
  - location in the direction of population growth, within one drainage area and preferably one Township and adjacent to good highway access to the core;
  - economically feasible, with varied topography suitable for desirable residential, industrial and commercial development to produce a balanced satellite with sufficient assessment.
- 3) A 4,500 acre townsite in south March was chosen; March Ridge Development Co. Ltd. acquired 3300 acres and the other owners the remainder. The Development Co. undertook detailed planning for the entire site.
- 4) A population of 40,000-50,000 has been planned for, with 7,000-8,000 single detached houses (ranging from \$15,000. - \$100,000.) and 4,000-5,000 multiple units, grouped in

neighbourhoods, 3 neighbourhoods to a community. Development is expected to take about a generation (21 years) and sites will be preserved for subsequent addition of housing for older families and individuals as the town matures.

- 5) Development of a 1,000 acre golf course is under consideration, 8-9% of the land will be dedicated as parkland, and a 'town centre' (at the edge of the townsite next to the Queensway cloverleaf so it can also serve a wider market) has been laid out with provision for retail facilities, a hospital, medical offices, municipal offices, a bus depot, an arts centre etc. A 'secondary greenbelt' is proposed around the satellite to define and separate it from any other developments beyond the greenbelt; it is hoped this can be implemented by government.
- 6) It is anticipated that the industrial area will include a "research park" to complement the extensive research facilities proposed in the western greenbelt adjacent. Including jobs in this portion of the greenbelt, some 50-60% of the labour force living in the satellite is expected to work locally.
- 7) With municipal improvements in the subdivision and trunk mains to the March boundary paid for by the developer, and a capital payment to the Township of \$500. per house, a financial study showed that the municipality's financial position will not be adversely affected by the development. Relationships with the Township have been excellent, and there is confidence in the municipality's ability to serve the growing needs of March Ridge residents. Mr. Teron is hopeful that no 'urban-rural' friction will develop.
- 8) It is hoped the South Carleton Board may build a new High School in the March Ridge area in the near future. A bus service from the satellite to connect with the Ottawa Transportation Commission at Simpsons Sears will be operated by

the Development Company commencing May 1, 1965, and continued until the first local shopping centre is opened. Extensive recreation facilities within the subdivision will be donated by the developer to local community associations which home purchasers are required to join; these associations will be required to finance operation and maintenance of the facilities.

Mr. Teron expressed the hope that through such arrangements the gradual transfer of his holdings to residents of the development will proceed smoothly, without the need for separate municipal incorporation of the 'new townsite'. He was also hopeful that institution of any changes in local government resulting from this Review will proceed in an orderly manner, without disrupting the development of March Ridge.

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DR. CHARLOTTE WHITTON

HEARINGS

This submission comprised an oral presentation at two public hearings, the first on March 29, the second on April 9, 1965. For convenience, both are summarized together here. No written brief was received.

Dr. Whitton began by noting that the Capital is designated as Ottawa, and this in her view means the incorporated City of Ottawa as it exists at any time. Location of any of the essential facilities of the Federal government - such as Parliament, the Queen's Printer, the Mint, or the Judiciary - outside Ottawa, would consequently require a Royal Proclamation or amendment of the British North America Act to make it legal.

The growing power of Federal agencies like the National Capital Commission and Central Mortgage and Housing Corporation to affect municipal functions which are under Provincial jurisdiction is also of concern, and requires more direct responsibility of such agencies. It was accordingly suggested that a clear distinction should be made between Federal works *per se*, which include office and other buildings built and occupied by the Government or its agencies; and Federal improvements to the National Capital, such as driveways, works of beautification, etc. The former should properly remain under the present Federal Department of Public Works, which with its limited expropriation powers does not impinge unduly on municipalities. The latter however, now the responsibility of the National Capital Commission, should be made the responsibility of a permanent Capital Development Board reporting to a Standing Committee of both Houses of Parliament (representative of all parties).

This Board would have five full time, paid, voting members, appointed for four or five year overlapping terms. In addition, there would be four unpaid, co-opted, voting members, two from

Ontario (the Mayor of Ottawa and one representative of the other Ontario municipalities in the National Capital region) and two from Quebec (the Mayor of Hull and one representative of the other Quebec municipalities in the region). The Ontario members would sit with the five full-time members when matters in the Ontario part of the National Capital region were under consideration, and similarly for the Quebec members. Matters affecting both parts of the region would be considered by the five full-time plus the four co-opted members, and Ontario and Quebec Members of Legislative Assembly from ridings in the region would also sit in without voting, when such inter-provincial matters were under discussion. This Board would also be responsible for developing a common and equitable formula for the assessment, calculation and payment of grants-in-lieu of taxes on all Federal and Crown Corporation properties in the region, including grants in lieu of business taxes, grants for Federal operations in space rented from private owners, and the proper allocation of the "school levy" component of such grants. All municipal services used by Federal agencies should also be paid for on the same basis as any other users.

Another permanent Board of three full time paid, appointed members, and called the Capital District Lands Corporation should also be established as a standing body on all Federal land matters in the region, including expropriations, arbitrations, negotiations, etc. It would also report to the Standing Committee of Parliament.

The Federal government, including both these new Boards and the Department of Public Works, should be subject to municipal by-laws.

Against the above background of suggested changes in Federal organization affecting municipalities, Dr. Whitton went on to outline a suggested regional government for the area in Ontario, to link the Provincial and local governments and take over greater responsibility from the Province. This should be instituted over a

period of time by establishing initially a regional assembly or conference (organized on the same principles as the permanent regional council which it would evolve into at the end of the implementation period), and giving it the responsibility of setting up a working regional administration. Incentive grants could be used by the Province to encourage implementation in a reasonable length of time, and the process should be carried out under the guidance of a provincially appointed consultant. Existing local governments could continue their present functions until the regional government was ready.

The present local municipalities would remain but certain boundary adjustments would be made during the transition period, and ultimately some of the local municipalities might gradually disappear through regrouping as their status is reconsidered. The boundary adjustments should extend the City of Ottawa to the line originally proposed for the 1950 annexation (based on water and sewer engineering considerations), but omitting Eastview and Rockcliffe Park. The outer boundary of the region should contain all the area in Ontario which could best be served by regional services, and would probably include part of Russell County. It was suggested that the new region might be called CARLETONBY from the names Carleton and Bytown.

The proposed regional council should have a four year term and would have the following composition:

- 1) from 3 to 6 Members of Legislative Assembly co-opted from Provincial ridings in the vicinity, appointed by the Minister of Municipal Affairs;
- 2) from 6 to 12 technical staff, *ex officio* administrative heads of the regional government departments, who would participate in discussions but would not vote;

(the ratio between the number of Members of Legislative Assembly and staff administrators should be 1:2, and these two groups combined should not exceed a quarter of the total council members)

- 3) the elected head of each local municipality in the region - if all municipalities in the review area are included, these would total 17;
- 4) directly elected members from new electoral districts or wards, set up to give representation according to the population, assessment and special interests of districts within the region - the number to equal or exceed the number of mayors and reeves representing local municipalities in the regional council.

The total membership could range from 43 to 72, depending on the number of administrative heads (group 2) included; between the first and second hearings, Miss Whitton became increasingly convinced that a larger representation for this group would be essential, which would tend toward the larger council. The Chairman of the Council should be an additional member appointed by the Province, the Vice-Chairman would be elected by Council from among its members.

The large number of separate boards and commissions, both elected and appointed, which constitute a major portion of the existing local government machinery, should be abolished and their functions and staff brought under council control.

Departments of the regional government and their functions could be as follows:

- 1) Finance, assessment, revenue and tax collection.
- 2) Education, including all schools, libraries, arts and cultural institutions, museums, archives, etc. This department would report to standing committees of the regional council on these matters.
- 3) Welfare, including allowances for shelter but not the provision of any housing.
- 4) Health, hospitals and related services. The regional Medical Officer of Health should have the status of a deputy under a Provincial Board of Health. A regional Board of Health might also be required to exercise statutory powers of health control, but hospitals supported by local taxation should be responsible

to council (through a council committee, possibly assisted by a management committee of appointed citizens), and not to a separate board of trustees. Perhaps in future the Ontario Hospital Services Commission might lease or buy hospitals and operate them, much as the Ontario Water Resources Commission operates sewer plants. The County of Carleton might also share in the new Riverside Hospital by building a county wing on it, and excess capacity in the Federal Tri-Service Hospital could perhaps be transferred to the University of Ottawa as teaching-hospital space. All school health and nursing services should be provided by the regional health department as opposed to the present system in Ottawa where the public and secondary school boards provide their own services.

- 5) Recreation programs and related services, including non-formal education, but excluding the provision or maintenance of facilities like parks, swimming pools, etc.
- 6) Public Works, including the installation, operation and maintenance of roads, sewers, waterworks, hydro, street lights, traffic signals, any other utilities and parks and recreation facilities. Building inspection and sanitation would also be under this department.
- 7) Transport in all its phases. Since public transportation to be efficient should probably be provided by one agency for the entire National Capital region on both sides of the Ottawa River, it is suggested that the proposed Federal Capital Development Board might perform this service, buying or renting Ottawa Transportation Commission and private facilities in the area. If the Board desired, it could contract for operation of the entire system by the regional transport department.
- 8) Planning, including traffic planning, and development control.
- 9) Housing, including provision of sites and buildings, their maintenance and administration, for families of low income and elderly persons.

- 10) Protection to persons and property, including police, fire, ambulance and related emergency services. One hospital might be used for all emergencies.
- 11) Justice, including all local responsibilities for the administration of courts, jails and detention homes.
- 12) Secretary-General's department. The Secretary-General would serve as a city manager over the whole regional government administration to coordinate the other 11 departments. His department would also be responsible for providing a clerk or recorder of council, solicitors and legal services, personnel management, printing and publications, electoral records, licence issuing, publicity, tourist promotion, special hospitality and protocol, and for relations with the Federal and other governments.

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COUNCIL  
THE VILLAGE OF ROCKCLIFFE PARK

BRIEF

Rockcliffe Park wishes to retain its government structure and the right to deal with local matters, because decentralized units are desirable provided they are viable and not a nuisance to their neighbours. The Village recognizes an obligation to contribute its fair share of the costs of regional services, which can best be provided by a co-ordinating authority.

Rockcliffe Park operates efficiently, provides adequate education and police protection, and bears its share of County costs, is carefully zoned, and does not compete with surrounding municipalities for assessment, trade or federal buildings. Fire protection and water supply are purchased from the City of Ottawa under agreements which automatically adjust to changing conditions, and the Village is willing to enter an agreement with the City for sewage disposal, and to bear its share of the capital cost of hospitals.

A small unit gives its citizens greater opportunity to participate in government, and encourages experiments (since, if unsuccessful, they can be abandoned more readily than in large systems). A recent example is the teaching of French which now starts in kindergarten at the Rockcliffe Park Public School.

The Village should therefore be maintained as a separate entity.

It is agreed, however, that reorganization of municipal government in the area is desirable to provide for more effective planning and control over service extensions (although this has little relevance to the largely built-up Village), to reduce inequality in the provision of services (by raising rather than lowering standards), and to provide effective coordinating machinery.

This could be done by establishing a metropolitan commission or preferably by expanding the role of the County, to undertake the provision and allocate the cost of regional services such as water supply, trunk sewers, sewage treatment, transportation, planning, fire protection and hospitals. The area should include Carleton County perhaps extended to the east. Representation on the area council should be from those who have already been elected to the Councils of the constituent municipalities, with special weight being given to municipalities with larger populations and larger assessments.

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HEARING

The submission was presented by Messrs. D. M. Cooligan, Reeve, A. O. Gibbons, V. J. Wilgress, G. F. MacLaren, Councillors and J. Ramsay, Clerk-Treasurer.

It was pointed out that the Village is prepared and able to pay its fair share of the cost of area services such as sewers, hospitals, implementation of the forthcoming regional transportation proposals, and a regional planning agency. It is expected that such contributions would be based on Rockcliffe's share of area assessment (like the present fire agreement with Ottawa) or on usage (the basis proposed for a pending sewer agreement with Ottawa).

In a way, Rockcliffe residents are already contributing to other municipalities by having all their business establishments and doing all their shopping outside of the Village, and in many cases they also actively support community services in the wider area.

Concerning the greater ease of experimentation in a small municipality, it was noted that Provincial approval is often easier to obtain for an experiment involving e.g. only one school,

and it is also easier to backtrack if the experiment proves unsuccessful.

For the necessary coordination of local governments, either a metropolitan federation including the two cities, the County and the municipalities in the County, or an extension of the responsibilities of and representation on the County Council, were suggested, the latter being preferred because it would not add another level of government.

Indirect rather than direct representation on such a regional council was preferred because it works well in the present County Council, and the representatives are less prone to taking inflexible attitudes "for the record". The Village would not be concerned about its minority representation on such a body, and it was noted that although larger municipalities would be under-represented (as Nepean and Gloucester are on County Council) this would not prevent the proper decisions being made on matters of area-wide concern.

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EASTVIEW PUBLIC SCHOOL BOARD

BRIEF

The Eastview Public School Board is in favour of some form of regional government for the following reasons:

1. Most of the services required for Eastview depend to a great degree on the goodwill and co-operation of Ottawa proper.
2. Services such as transportation, hydro, fire protection, water, sewer etc. are completely inter-related with those provided for Ottawa.
3. Duplication of administrative services including all government agencies, council, school boards, health, etc.
4. City of Eastview too small to operate economically within the limited area of two square miles.
5. Limited facilities to provide employment for citizens.
6. Closer examination would reveal lower taxes are due to lesser services provided.

It has also been agreed that the loss of some autonomy would be more than offset by the advantages available under a regional government.

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\* No hearing was held for this submission as the Board did not wish to appear.

COUNCIL  
THE TOWNSHIP OF TORBOLTON

BRIEF

The Ottawa-Eastview-Carleton area is highly urbanized. Almost the total population is urban, and even outside the two cities only 17.02% of the assessment is agricultural.

There is a conflict between the urban citizen who demands and is willing to pay for services, and the individualistic rural citizen who prefers to save by doing for himself.

Township governments, still mostly of a rural background, tend to impair and frustrate urbanization by failing to plan and prepare for it. None were able to combat urban sprawl, and few even now have comprehensive plans and zoning.

Metro government must represent the majority and be of sufficient size that repeated annexations are unnecessary; the whole review area is suggested. (It is a pity that a somewhat equal area in Quebec could not be included). Representation of sparsely-populated areas must nowhere equal nor impede that of the urban majority.

Ten representatives should be elected at large, two appointed by the Federal Government and one by the Provincial Government. They would elect a chairman amongst them, and be empowered to deal with area-wide matters such as planning, works, roads, transportation, law, police, fire, hospitals, health, assessment, courts of revision, etc. Elementary and secondary education would be governed by a school board of ten elected members.

Present local governments could be left with jurisdictions not covered by the Metro government, and as a strong complaints bureau.

Should the area be less than the review area, Torbolton would choose to join the urban centre rather than the urban fringe.

As change must come, let it be simple, imaginative and great.

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#### HEARING

The Brief was submitted by Robert Thomas, Reeve and Harry Fleming, Deputy Reeve.

During the discussion Reeve Thomas augmented several aspects of the Brief as follows:

- 1) Rural-oriented township councils have not provided or ensured that developers provide adequate services for the urban development they have been receiving, nor are they likely to be able to provide services along with development in the future. This lag in services provision is essentially a timing problem, reflecting the reluctance of rural people to accept planning restrictions and tax-supported municipal services.
- 2) The extent of urban development is indicated by assessment figures which show that agricultural assessment now accounts for only about half the total even in so-called rural townships like North Gower and Osgoode. Within 10 to 15 years, even the more distant townships such as Fitzroy, Huntley and Marlborough will be subjected to urban development pressures, particularly for large-lot estate-type developments. For this reason, and to prevent future annexations, the proposed metropolitan or regional government should encompass the entire review area so as to remain viable till the year 2,000 or beyond.
- 3) To overcome the accumulated deficiencies and put the National Capital area in good physical shape will require a large and powerful municipal government responsible to the majority of the

population, with the pooled resources of the area at its disposal.

4) Existing local governments need not be done away with as they can continue to play a political role close to the people; their functions, however, should be largely transferred to a metropolitan government, leaving only truly local matters like weed and mosquito control and local parks under their jurisdiction. Their main function would be to provide an avenue for complaints from local residents to the Metropolitan government. The loss of "local autonomy" in such a system and the fact that voters in the present City of Ottawa would predominate in elections at large, are not matters of serious concern; what matters is that the majority must control a government capable of meeting needs. Thus the metropolitan government should be responsible for all roads and sidewalks, public transportation, sewer and water facilities, planning and zoning, hospital construction, garbage collection and in fact any function of more than purely local significance. It should also issue all debentures.

5) Present provisions of the Assessment Act provide for protection of rural properties from urban tax burdens. As in Torbolton, services which do not benefit farm properties need not be charged to them. The rural portions of the review area do not therefore need to be excluded from the metropolitan government's area of jurisdiction, although at the local level it might make sense to consolidate the most rural townships of Fitzroy, Huntley and Marlborough into one township.

6) It is anticipated that the Provincial appointee who would sit as a voting member on the metropolitan council, would provide an impersonal channel of communication to Queen's Park, serving rather like a local branch of the Ontario Municipal Board, and simplifying provincial-local relationships. With regard to the chairman of the metropolitan council, it should perhaps be required that he be chosen from among the elected councillors.

7) The Separate School system should be under a ten-member Board similar to that proposed for Public and Secondary Schools.

In summary, the heavily-urbanized review area should have a powerful metropolitan government, elected at large so as to be responsible to the majority.

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PARKWOOD HILLS COMMUNITY ASSOCIATION

BRIEF

Parkwood Hills is a very desirable residential area in Nepean, immediately adjacent to Ottawa, and presently contains about 1,800 families.

Nepean Council has been highly responsive to the needs of the residents, and is truly representative of the people; it is also cooperative with other municipal bodies of Carleton County, as evidenced by the Health Unit, Suburban Roads Committee and other joint boards.

A change to a more centralized type of government, or annexation by the City of Ottawa, would be undemocratic and dangerous and would result in local government much less suited to the special needs of the various parts of the review area involved.

The only improvements that could be envisaged would be to increase the number of councillors and their remuneration. Any form of metropolitan or regional government must lead to bureaucratic delays, loss of contact with the people, and unfair and inadequate representation.

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HEARING

There was no hearing in connection with this Brief, as the Association did not wish to appear.

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COLLEGIATE INSTITUTE BOARD OF OTTAWA

BRIEF

Trustees of secondary education in Ottawa were first appointed in 1843. Collegiate Board trustees as such came into being in 1873, and an Advisory Industrial Committee was established in 1913 which later developed into an Advisory Vocational Committee, consisting of eight co-opted members and the eight trustees of the Collegiate Institute Board.

Private Bills have established agreements with Nepean and Gloucester whereby the townships build their high schools and the Collegiate Institute Board operates them as integral parts of one system. Alltold, the Board operates 16 secondary schools with more than 20,000 pupils and over 1,000 teachers. Six more schools are under construction or being planned, and one existing school will become an Adult Education Centre.

Liaison is maintained with the Ottawa Public and Separate School Boards by the Ottawa Education Co-ordinating Committee. While it is recognized that the break between elementary and secondary schools causes some difficulty to students, the Collegiate Institute Board believes that the present arrangement gives better and more specialized service than would a combined public elementary and secondary school board. Such a combined board would be elected by the 50% of the population which is Protestant, with the Catholic 50% being represented for secondary school matters by a minority of only two trustees named by the Separate School Board; thus many ratepayers would be unable to vote for a Board of Education.

Appointment of trustees has seen this heavy responsibility accepted by citizens of standing in the community, many of whom would be reluctant to contest elections. The long tenure of appointed

trustees also results in knowledgeable opinion to shape the Board's policies.

The arrangements with Nepean and Gloucester also have advantages over a system of metropolitan financial aid to individual local boards left with their own salary scales, curricula, administrations, etc. competing with one another for staff.

Equal secondary educational opportunity for all in the greater Ottawa area is largely possible now through agreements with the Nepean, Gloucester, Rockland and Cumberland High School District Boards, and could be extended to or beyond the greenbelt.

The present Collegiate Institute Board structure with its experienced and specialized trustees, might well be continued because of the vast number of secondary students moving up into the schools, and the increasing burden of adult education.

The Board will examine carefully any suggestions for sharing the cost of common services which relate to the physical and mental welfare of the total school population.

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#### HEARING

Mr. J. Y. Harcourt, Chairman of the Board, Dr. H. Pullen, Superintendent and Secretary-Treasurer, Mr. W. Vickers, Business Administrator, and Mr. T. McDonald were present to make the submission.

It was pointed out that the excess pupil capacity of about 1,100 pupil-spaces which is indicated on page 101 of the Report on Research Findings was due essentially to the fact that two new secondary schools had just been opened by the Board, and were not yet filled.

The composition of the Board includes six members who are appointed by City Council for a three year term with reappointment for one or more additional terms frequently occurring to take advantage

of the growing knowledge and experience of members. Two other members are appointees for a one year term by the Ottawa Public and Ottawa Separate School Boards respectively, Mr. Harcourt being the current Public School Board appointee. Liaison between these two elementary school board appointees was stated to be excellent, and it was noted that all appointees feel a sense of responsibility to those who appoint them, who are in turn elected representatives of the people of course.

The appointed members of the Collegiate Institute Board in turn appoint eight additional members to the Board's Vocational Advisory Committee.

Through the appointive procedure as opposed to the elected board, it is felt that some capable and well-qualified members of the community including Federal Civil Servants, become available for service on the Board, whereas many of these would not be willing or able to find time to participate in elections, particularly if any political party overtones were to become evident during the campaign. It was also felt that elected members may be somewhat prone to making "political speeches" to further their careers in local politics, rather than simply working hard on educational matters. The present Board membership includes two Federal Civil Servants.

Liaison between the Collegiate Institute Board and the two elementary school boards was stated to be excellent without the need for an elementary-secondary Board of Education for coordination. Trustees of all three boards meet together at least twice a year to discuss mutual problems, teachers visit back and forth, and grade 8 students are encouraged to visit the high school they will subsequently be attending. It was further noted that there is a greater need for integration of institutions like the Eastern Ontario Institute of Technology and the Ontario Vocational Centre with Ottawa's secondary schools, than there is to further integrate elementary and secondary administration in Ottawa.

Liaison with other secondary school boards outside Ottawa is also excellent it was pointed out. The agreements with Nepean and Gloucester whereby they build their schools and the Ottawa Collegiate Institute Board operates them were stated to be working very satisfactorily, with adequate consultation on all decisions which affect both parties. Nepean and Gloucester now pay the Ottawa Collegiate Institute Board for the actual cost of operation of each school, a more satisfactory arrangement than the previous system of payment per pupil per diem. The Nepean and Gloucester Boards have not suggested any desire to appoint any members to the Ottawa Collegiate Institute Board.

It was suggested that the type of agreement in effect with Nepean and Gloucester could be extended to other municipalities should this prove desirable under any forthcoming changes in the structure of local government.

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CITY VIEW COMMUNITY ASSOCIATION

BRIEF

This submission discusses some deficiencies of the present system. After reviewing briefs submitted by others, and obtaining the views of Association members, a further submission may be made at the second series of hearings.

At the time the Ottawa, Eastview and Carleton Review was announced, this Association, after two years of study, was preparing a submission to the Ontario Municipal Board to replace the Police Village of City View by an incorporated municipality comprising that portion of Nepean Township east of Woodroffe Avenue and north of the greenbelt. It was decided to defer this action and present views at these hearings.

It is considered that the present Township/County system is outdated for the following reasons:

- the size of the township was set so that councillors using horse and buggy could get together for a meeting;
- subsequent population movements have urbanized large portions of townships like Nepean, but five man councils are still trying to cope with the complex problems of providing urban services to perhaps 30,000 people;
- conversely, five man councils represent as few as 800 people in rural townships, whereas with present transportation and communication facilities they might efficiently administer rural areas several times larger;
- county councils do not have representation by population, and areas providing a small portion of the revenue can and do control county spending;
- repeated threats of annexation by Ottawa have led to apprehension, and location of industry beyond the greenbelt to reduce this possibility.

Lack of co-ordination between municipalities has hindered the provision of adequate roads, public transportation, welfare services, recreation facilities, and land use plans. It has also resulted in differing hydro and water rates, failure to design utilities for future needs, restrictions on where doctors locate, and a multiplicity of fire and police departments.

The present system of provincial control of municipal expenditures also results in frequent confusion and uncertainty on the part of municipal officials.

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#### HEARING

Messrs. R. A. Tombs, President, J. H. Gillmor, Vice President, appeared at the submission.

It was noted that the area represented by the Association is somewhat larger than the Police Village of City View.

The 5,000 to 6,000 residents of this area are not felt to be properly represented under the present form of local government, which is essentially a rural type of administration. While it was stated that an increase in the size of the township council and staff might be an improvement, it was felt that a good many other changes would also be required in order to service the people adequately, and the Association executive does not wish to propose any such changes until after further consultation with the Association's membership.

Police Village involvement in the maintenance of collector roads passing through it was cited as an example of the need for more coordinated functional responsibilities. It was also pointed out that there seems to be little coordination between Ottawa, Nepean and other municipalities in providing an adequate system of storm and sanitary

sewers, as existing sewers are frequently overloaded although the area is not yet fully developed.

With regard to differing rates of utility services, the "vast difference" between Nepean and Ottawa hydro rates was cited as an example; although with the formation of the Nepean Hydro Commission it is expected that the disparity will diminish in future, this will not be as satisfactory as arrangements which would establish the same rates throughout the whole area.

It was also suggested that individual townships cannot adequately provide the full range of welfare services, and that there should be a coordinated welfare program between the City and the townships. A joint recreation and parks committee of some sort between the City and townships was also foreseen.

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COUNCIL  
THE TOWNSHIP OF NORTH GOWER

BRIEF

The Township of North Gower is still largely rural, though suburban problems are beginning to appear.

Although there has been a township planning board since 1954 and subdivision control since 1957, growing pressure for development will require more complex planning facilities. It is recommended that a County Planning Board be constituted on which the Township could have representation.

Education accounts for a considerable proportion of the township tax levy, yet standards need to be improved. Before the school systems are revamped however, time should be given for a fair trial of the legislation regarding township school areas. If further consolidation of administration proves inevitable, the County of Carleton rather than a large urban-rural administrative unit would be preferable.

The County Health Unit provides good service, and is expected to meet future needs. It is suggested that a professional County welfare officer would be a sound addition to County government.

Hospital facilities and doctors are in short supply. The nearest hospital at Kemptville is used to capacity, the Ottawa hospitals are overcrowded and because of the lack of facilities there are only six doctors settled outside the populated areas in the County, where 30-40 are needed. The Ontario Hospital Services Commission recommendation of a 200 bed hospital in Nepean does not go far enough nor will it help outlying areas of the County. A 400 to 500 bed hospital, the size required to serve the present population

of the County, would permit better facilities, administration and staff; a County hospital of this size would have been the proper recommendation.

In conclusion, there is no general dissatisfaction with the present system. If centralizing of local government is required it can best be obtained by expanding the role of County government.

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HEARING

The Brief was presented by Reeve Ferguson Pratt, and Mr. W. D. Baker, Township Solicitor, and Mr. M. J. Haggins, Township Clerk.

It was noted at the outset that North Gower is a basically rural township containing one Police Village (North Gower) and by "accident of geography", a portion of another (Manotick).

In amplification of the section of the Brief dealing with education, it was added that if, after an adequate trial of the recent legislation regarding township school areas, this still proves inadequate, then the Council is prepared to support education administered by the County and supported by pooled assessment within the County.

Concerning the support for County planning indicated in the Brief, the discussion suggested that council is fully aware that this will require giving up a certain amount of township autonomy, if County planning is to be effective.

Actual merging of the township with one or more adjacent townships to create a larger municipal unit would be opposed however, although Council would concur in an incorporation of the Police Village of Manotick, so long as it only extended slightly (i.e. one farm) beyond its present boundaries.

JOHN H. McDONALD, Q.C.

BRIEF

The Review's terms of reference confine it to only one segment of the Ottawa-Hull region; this, while useful, is but a stop-gap measure. Considering the involvement of the Provinces of Ontario and Quebec as well as the Government of Canada, a similar study should be undertaken for the Hull region and co-ordinated with the Ottawa report for an overall National Capital Plan. These views are based on training and experience in the law of Quebec and Ontario, in Constitutional and International Law, and on long residence in Ottawa and environs.

The creation of a truly National Capital would give maximum opportunity to persons of all origins to develop and participate in each other's cultures and promote a maximum of efficiency in local government.

The British North America Act provides that Ottawa shall be Canada's capital, but the National Capital idea embraces territory essentially within provincial jurisdictions. There is nothing in the British North America Act, however, to prevent the Government of Canada from ensuring that there is a properly administered seat of government in Ottawa.

Continuation of the present municipalities on both sides of the Ottawa River is not conducive to a truly National Capital. One solution would be Federal Government expropriation of all properties in the area, leasing back those not required for its own use, but this is thought to be too drastic.

The most practical solution would be the formation of a new jurisdiction embracing all Ontario and Quebec municipalities in the present area of National Capital Commission authority, or an enlarged area. This jurisdiction would be responsible to Parliament

through the Secretary of State or President of the Privy Council, who would ensure that the House of Commons give annual consideration to the area's budget.

The new "Ottawa" administration might consist of:

- a) a Mayor or Administration Chairman elected for a 5-year period and responsible to the designated Cabinet Minister;
- b) 3 Commissioners representing the whole National Capital Area, elected for 6-year terms with one elected every two years;
- c) 3 "liaison" Commissioners appointed respectively by the two Provincial authorities and the Federal Government, the latter appointee to be a senior civil servant with Deputy Minister status;
- d) an appointed City Manager, such as in Westmount, Quebec, responsible for day to day workings of all Civic Departments.

Approval of long term plans would be given by the Administration and eventually by Parliament, with financing derived from annual local taxes, with concurrence of the elected Commissioners; other revenue would be supplied by the Federal Government.

The Courts of the new Ottawa should be bilingual and under the Exchequer Court of Canada. Civil Courts in the Ontario portion of the Capital would be governed by common law and Ontario basic law until modified; Civil law would apply to the Quebec portion of the Capital. Police and Criminal Law, governed by a Magistrate's Court would be unified into one jurisdiction as the plan develops. Appeals would continue to be heard at the Exchequer Court and the Supreme Court of Canada.

The present school systems on both sides of the river would eventually be under a single school commission formed to provide for both English and French schools at all levels along the lines contemplated by the Parent Commission in Quebec. French should be taught in all English speaking schools and vice versa so

that a completely bilingual school system may evolve.

Satisfactory representation of the area in Parliament might be achieved with two Senators, one from each side of the river. Membership in the House of Commons would be determined under the present Federal redistribution legislation. The area could send three or four members to the House of Commons who together with the Senators might form a Committee of the House, chaired by the designated Cabinet Minister to consider the Capital's annual budget.

No constitutional amendment to Section 91 of the British North America Act would be required to create such a National Capital. This section already permits the Federal Government to alter provincial boundaries with the consent of the provincial legislature involved and to provide and administer for an area not included in a Province. The two provinces should not object to the secession of a few square miles of territory for a truly National Bilingual and Bicultural Capital, with an efficient municipal organization.

By proper utilization of all National Capital resources including the National Library and Museum, Centre for the Performing Arts, etc., the whole of Canada (and the world) can be shown a vibrant will to make the French and English facts work together. It is in the interests of Ontario, Quebec and the Federal Government to carve this truly National Capital out of the two contiguous provinces. It is suggested that these ideas, though outside the Review's terms of reference, be submitted for consideration to the Minister and Ontario Government for discussion with the Governments of Canada and Quebec.

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HEARING

Mr. McDonald noted at the outset that this Brief is also part and parcel of submissions he is making to three other bodies; the Quebec Legislature's Committee on the Constitution, the Royal Commission on Bilingualism and Biculturalism, and the Government of Ontario Advisory Committee on Confederation.

In discussion of the proposed form of government for the suggested new territory of Ottawa, Mr. McDonald stated that property taxation would still be necessary (to prevent outsiders rushing in to get tax-free property), but that over the years a balance would be worked out between the amount contributed by such local taxation (limited to some maximum level), and the amount contributed from the Federal purse, which would meet the remaining revenue requirements. Provincial revenues from and grants to the area would of course be eliminated.

The territorial government would also be responsible for such things as implementing the forthcoming area transportation plan setting up an area public transportation system, and standardizing fire hydrants throughout the territory.

The Commissioner noted that he would have to reserve judgment on the degree to which Mr. McDonald's submission falls within the terms of reference of the Review, but promised that it will in any event be passed on to the Minister of Municipal Affairs.

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HAROLD E. DENMAN

BRIEF

The situation in Bell's Corners in 1962 was similar to that in North York Township adjacent to Toronto in 1949 with respect to development and proximity to an urban area. Problems confronting the local council increased with population.

Nepean, Gloucester, Cumberland, Goulbourn and March Townships will grow but should retain their local governments. When a certain population is attained, a Board of Control system should be established in each with responsibility for financial matters, health, welfare, assessment, fire protection, local parks and planning, etc. Each Mayor and/or Reeve should be a member of the National Capital Commission.

The Metropolitan Toronto system would serve as a model for any contemplated regional government with metro given sole control over transportation, sewers, water, water pollution, municipal courts, regional planning and regional parks. The transportation system, particularly bus routes, should be completely revamped by means of a computer analysis program to discover traffic flows. A suggested new regional control would be over motor vehicles, their inspection by semi-annual compulsory check-ups, and removal if considered a safety hazard, driver education, and standardization of regional traffic by-laws such as snow removal, parking, speed limits, etc. Some consideration might be given to recent recommendations made by Governor Rockefeller on New York State transportation problems.

The standardization of education would be aided by the establishment of one authority to ensure that schools use the same textbooks and provide the same courses. This would save money and inconvenience in a transient Canadian society. Also, the present educational administration could be given over to a Board of Professional

Educators with the electorate well informed as to their qualifications.

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HEARING

In the discussion, Mr. Denman stated that the lack of course and textbook standardization among the municipalities comprising Metropolitan Toronto represented one of its failings, hence his recommendation for a single educational authority for the Ottawa region to ensure such standardization.

With reference to the final point in the Brief recommending that educational administration be given over to a Board of Professional Educators, it was noted that such a Board which would be appointed, would be ultimately under control of the council.

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LION'S CLUB OF NAVAN

BRIEF

The object and code of the Lion's International led them to evaluate Cumberland Township's position in Russell County. There is a definite line between the County communities that are east and west orientated. The Township's eastern boundary marks the limit of Ottawa deliveries and Ottawa based employment; the latter returns much of its income to the City for entertainment, food, clothing and services. Secondary school students are educated in Ottawa and Eastview.

Inability to attract resident doctors to the Township will deter its growth; there is only one at present. Doctors prefer City residence with the hospital privileges that are denied to non-resident physicians.

The Township has the highest assessment in the United Counties yet the County seat, 50 miles to the east at L'Orignal, is removed from the area's interest; the County Home for the Aged at L'Orignal is similarly removed from the Township's residents. The county roads, apart from Highway Number 17, are improperly constructed and poorly maintained, a contrast to Ottawa suburban roads and an example of the County's indifference to township problems. Township Council representation to County Council has remained virtually the same for the last twenty-five years.

The lack of services discourages industrial development. The Township contributes toward the inadequate service of the Volunteer Fire Departments owned by Navan, Vars and Cumberland Villages; the Ontario Provincial Police at Rockland polices too large an area to provide satisfactory service.

The Township's life is closely identified with the Ottawa area, and should therefore be attached to Carleton County.

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HEARING

Presented by Messrs. Lorne Bradley, Herbert Deavy and the Rev. H. C. Vaughan, the submission suggested political realignment of a semi-circular area around Ottawa including Cumberland Township, better than half of Clarence Township and the north part of Russell Township. It was stated that Clarence Township's views on the subject were unknown although its physical conditions were considered somewhat similar to those in Cumberland Township.

It was felt that the township of Cumberland could not operate a high school efficiently until it had 1,100 students; there are presently 300 township secondary students, 50 of whom are French speaking students attending Eastview High School.

The township should make a contribution to the new Riverside Hospital. It was assumed that the township would assume all the responsibilities inherent with a political reorientation.

Paved roads were stated to be practically non-existent and in one instance, \$12,000. worth of County road repairs lasted for only two months indicating a lack of proper road engineering. It was suggested that, with realignment, Carleton County would take more pride than shown by Prescott and Russell County in Cumberland road conditions, and might have more money to provide needed improvements.

While it was felt that a change in the township's voting strength on Prescott and Russell County Council might effect more

County assistance, proximity to a new government seat at Ottawa was considered to offer the only real solution of closer and better contact than is the case with L'Original.

It was agreed that the township's future role is primarily rural with its present tax base expected to be relatively unaffected by industrial development.

The township fire service is inadequate for many areas due to distance and old equipment. The present equipment owned by the Police Villages is operated with financial assistance from the township. It was suggested that it should be a township matter completely and that better equipment and better roads should be provided. So far as is known, the inadequate protection does not affect fire insurance rates, however.

The township could have its own police force to supplement the Ontario Provincial Police which patrols township roads about once a week; a County police force had not been considered.

The level of township taxation was considered to be high and somewhat comparable to that in North Gower Township. While realignment with Carleton might present problems at the beginning, it was felt to offer a better chance for the township's future improvement.

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WOMEN'S INSTITUTE OF NAVAN

BRIEF

The transporting of Cumberland school children over poor roads and the shifting of secondary students between different Ottawa schools creates problems affecting education. Road conditions also impede the one township doctor; he is also restricted from attending his surgery cases in any city hospital. The problems of language and distance prohibit the use of the County Home for the Aged at L'Original to township residents.

The redefinition of United Church Regional Area #3 realigned east Prescott-Russell County churches to the Cornwall region and west County churches to the Carleton County region. A similar realignment occurred in the Anglican Church Deanery.

The Township is a member of the Carleton West Russell Historical Society and residents depend on Ottawa and Eastview for their entertainment, much of their shopping, banking, instructional and other services and points up the need for further study and action.

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HEARING

Mrs. Janet Rathwell, Mrs. Jacqueline Williams and Mrs. Edith Cotton made the submission, supporting the township's severance from the United Counties and its alignment with Carleton County with retention of its municipal council.

It was expected that a Carleton County alignment would,

- a) permit better and fairer utilization of the local tax dollar, particularly in the case of roads, which are presently poorly built, improperly drained and inadequately maintained,
- b) provide schools in the vicinity which would permit students to attend one school for Grades 9 to 13 without being transferred,

- c) cut out extra fees and charges for lawyers, library use, etc. and provide better health and dental services and perhaps permit financial support for a hospital to serve the area; these services are now found in Ottawa,
- d) allow the township to take part in the Carleton County Co-Operative Medical Services program in operation since 1947.

It was stated that while the township had only one resident doctor, there were 3 doctors at Rockland and a clinic and 6 doctors at Hawkesbury. The United Counties' Children's Aid Society and the County Public Health service at Hawkesbury provide a minimum of service to the township. Health nurses visit the schools twice a year and no homemaker or nursing care is provided as a public service; hospitalization programs do not cover some of the nursing homes in the area. Carleton Lodge was considered as well located for township residents as the Home for the Aged at L'Orignal and did not present the language problems found there.

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OTTAWA CIVIC HOSPITAL

BRIEF

The Ottawa Civic Hospital, with 1100 active treatment beds and 125 bassinets, serves as a metropolitan general hospital, a medical teaching institution, a regional referral centre, a research agency and a developing community health centre. In 1964, about 25% of the 34,251 hospital patients and 387,885 patient days were due to non-residents of the City.

Respecting this, the municipalities should, on a fair and equitable basis, contribute by participation in the Hospital's capital financing; the City's participation in underwriting the Hospital's capital expenditure should continue.

The Hospital's position is untenable due to the payment of preferred accommodation differential funds to retire its capital debt of \$3,513,000.; the payment of principal and interest on debentures is not refundable from the Ontario Hospital Services Commission. Financing of current capital requirements by City tax levy should continue.

The 1964 Out-Patient Clinic deficit of \$205,000. is due to the lack of City of Ottawa or Commission authority to offset deficit financing in Out-Patient Care. The surrounding municipalities, responsible for 10% of the 52,000 visits, should also reimburse the hospital for the actual cost involved.

Since 1959, the Ontario Hospital Services Commission has been responsible for most of the Hospital's \$13 million annual operating costs with 3.1% of the 1963 total assumed by the City.

The Review is requested to determine any necessary changes in the existing relationship between the City Corporation and the Hospital and the merit of transferring more of the responsibility

for the Hospital's management to an independent, non-profit citizens' corporation. Such an autonomous organization would remove political involvements, "red tape" and duplication in hospital operation.

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HEARING

Presenting the submission were Mr. Douglas R. Peart, Executive Director, Mr. Donald Moffatt, Administrative Assistant, Mr. Sydney G. Anderson, Assistant Director and Mrs. John A. Aylen, Chairman of the Board of Trustees. The brief related to the financial aspects of the hospital rather than to clinical problems.

The Hospital has operated since 1924 under an Ontario Legislative Act passed in 1919. Of the total patients in 1964, 69% came from the City of Ottawa, 29% from municipalities adjoining Ottawa (including Quebec Province) and 2% were transients or visitors. It is concluded that these municipalities should reimburse the hospital and/or Ottawa for those costs not covered by the Ontario Hospital Services Commission, for capital financing, and for money spent for education and research.

The average out-patient (indigent or poor sick) visit cost is \$6.00 of which the Ontario Hospital Services Commission pays \$1.50; the remaining \$4.50, assumed by the Hospital, amounted to \$187,000. in 1963. It is recommended that the municipalities assume some responsibility for this deficit which the hospital incurs through performing a public health service.

The Hospital's outstanding capital debt from former debenture issues (in 1963, \$434,737. principal and interest was repaid to the City) of \$3,513,000. will not be retired until 1982. Previous to 1959, the hospital was deriving about \$1 million annually through a taxpayer subsidy on rates to retire capital debt and cover

indigent expense. With rates now set by the Ontario Hospital Services Commission, hospitals are permitted to keep 60% of the difference between cost and rates. In this case, the differential is applied to the capital debt and money for equipment, purchases, etc. must be sought from the City. Three years ago, Ottawa made future capital financing for the Hospital a year to year proviso through the city tax levy rather than debenture issue. On a five year capital program, this amounts to about \$350,000. annually which is set aside for the Hospital's use. This year City contributions amount to the above and \$318,703. toward operating expenses like research, out-patient, etc.

While the assumption of the capital debt retirement by the Hospital was a matter of policy and not law, no agreement has been reached on the Hospital's requests that the City assume the responsibility. With the advent of hospital insurance in 1959, non-municipal hospitals with unmanageable capital debts were assisted by provincial funds; municipal hospitals were considered the responsibility of the municipality. If the debt were retired or assumed by the City and municipalities' would accept their full out-patient responsibility, the hospital would not approach the City for any future operating expense or capital requirement beyond the present five year budget.

Of the 14 hospital trustees, 9 are citizens appointed by the City Council for 3 years, 3 are City representatives with the Mayor serving a 2 year term and a controller and alderman serving one year terms, and 2 are appointed from the hospital staff annually. However, all major capital expenditures for extension of services and new construction or anything that might formerly have been a debenture issue must be approved by the City. The Hospital's budget must be approved by the Ontario Hospital Services Commission and the City. This involves much administrative duplication and inconvenience due to time wasted. It was recommended that the Hospital should become an independent public hospital under the Act, with a separate Board of Trustees outside City control.

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GREEN BELT PROPERTY OWNERS' ASSOCIATION

BRIEF

As victims of government, the Association can comment on National Capital Commission domination in Gloucester Township, beginning with Central Mortgage and Housing Corporation's refusal of mortgage loans. The Association was formed to protect the Green Belt property owners' rights after the passage of the National Capital Commission Act in 1958 outlined Federal property control in the area. An understanding of this Act and of the seemingly lacking co-operation of the National Capital Commission will be necessary for any regional government.

It is felt that certain points should be considered prior to a decision on governmental form:

- 1) National Capital Commission expropriations as an infringement on provincial zoning rights;
- 2) the inadequacy of grants-in-lieu as recompense to municipalities for loss of assessment on expropriated Green Belt property;
- 3) devaluation of unmaintained property and the fire and health hazards involved;
- 4) expense of municipal maintenance of roads through the Green Belt;
- 5) the less desirable and disinterested tenant of expropriated National Capital Commission homes as compared to former owners.

Future National Capital Commission expropriations could be better handled if:

- 1) only the right to subdivide is expropriated leaving all remaining property rights with the owners;
- 2) compensation is given to municipalities for the loss of assessment on existing and future use;
- 3) the National Capital Commission be treated as any other area property owner, and required to pay charges for essential services;

4) the National Capital Commission is not allowed to inhibit development by setting high development standards and refusing assistance in attaining them.

The Provincial Government should protect civil and property rights as set out by the British North America Act. Any form of federal district government would jeopardize citizens' rights and we are fearful that this may be foisted on us without our consent.

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#### HEARING

The submission was presented by Messrs. Paul E. Mantha, Michael Budd, W. A. Heron and Alan Macartney, for the most part owners of expropriated greenbelt land still under negotiation in Gloucester Township.

It was stated that lines of authority, cooperation and coordination between the Federal agency (National Capital Commission) and any form of regional government should be clearly defined under the law. It was felt that construction and maintenance of Greenbelt roads should be a Federal responsibility and that this authority should contribute to the cost of local fire and police departments which protect the Greenbelt on a property value ratio. The fact that many Greenbelt farms are vacant and untended creates an additional fire hazard to property owners inside and bordering on the Greenbelt. Grants in lieu of taxes will probably continue to be based on the expropriated assessment and will not properly compensate for increased costs of such services.

It was suggested that present National Capital Commission powers of expropriation might cause a situation anywhere in the National Capital Region similar to that in Blackburn Hamlet where the

160 property owners were allowed to choose only between expropriation or development of a townsite according to a National Capital Commission plan. The plan requires that adequate sewer and water services be provided to the area. The result is that water will soon be supplied by Ottawa to be paid for by about 60 of the Hamlet's residents on a direct frontage basis and by a prospective developer of 200 townsite acres on an area charge basis. There is no fixed agreement as yet as to how much the National Capital Commission will contribute to this high cost. The same approach will be used for the provision of sewer facilities.

Farms that are vacant or re-rented to transient farming families have caused a breakdown in the community life of some areas and caused fluctuations in school attendance which have disrupted school arrangements. An increase in rabid animals, a shortage of water and careless greenbelt tenants are creating additional problems.

It was suggested that the National Capital Commission purchase only development rights in the future rather than expropriate properties as in the past. The price of such a right could be the difference between the current market value for an acre of farm land and its future market value for development purposes as discounted to present day value. Further, there should be some compensation paid to owners whose properties have been expropriated, for the future appreciation in value of their expropriated lands.

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ELECTRICAL CONTRACTOR'S ASSOCIATION OF OTTAWA

BRIEF

If a Metropolitan Council is established, the Association would like to see licensing comparable to the existing City of Ottawa Electrical By-law 172, administered by the Council and enforced by a Metropolitan Police Department.

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HEARING

Mr. J. W. Dodds, Secretary of the Association, made the submission, requesting licensing comparable to existing City of Ottawa electrical by-law 172 if a metro council were established, to be administered by that council and policed by its government.

The by-law requires all electricians and apprentices to write City examinations, to be licensed by the City annually, and to establish a place of business in Ottawa in order to work there. To comply, some electricians rent a "false-front" in Ottawa and establish their business elsewhere. Eastview has established a higher licensing fee in lieu of the place of business requirement; however Nepean, Gloucester and March Townships are considering by-laws similar to Ottawa's which would require a place-of-business in all three if you wished to work there.

The by-law requires that a place of business be accessible to the public and it was recommended that this be strictly enforced and the whole area incorporated under one licensing law. This would do away with garage and basement operations and permit contractors to reside in one municipality yet operate throughout the entire area. While this Brief only represents the views of electrical contractors, it was felt that the proposal could apply to all trades, and in particular the Plumbing and Heating Association, which is preparing a by-law similar to that for electricians.

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EASTVIEW PLANNING BOARD

BRIEF

It is inevitable that the Board, most of whose members are not versed in regional government matters, should consider Eastview's position vis-a-vis Ottawa. There is little contact with other Review Area municipalities.

It is assumed that some form of annexation, amalgamation or metropolitan government may be suggested, and it is the purpose of this brief to present the Board's attitudes toward such proposals rather than to discuss local government for the entire region.

It is strongly felt that Eastview should remain an independent political entity. It is already separated from Ottawa by the Rideau River, Rockcliffe Park and in part by the Federal properties and the Queensway. It has only recently been linked with the Ottawa transit system and has little else in common other than water and sewer services.

Also to be considered is Eastview's population, 63.3% of French origin, 84.4% English speaking. A regional or metropolitan government with limited Eastview representation would be less dedicated to this municipality's cultural and social ideals.

The Board was created in 1963 to reorganize the physical, economic and social structure of the new city. These aims can best be realized under autonomous control.

Nevertheless much of the routine servicing can best be achieved in concert with Ottawa as water, sewage disposal, hydro and public transportation are already provided. Garbage collection, snow removal, road and sidewalk maintenance and fire protection

could possibly be bought in the same way through a central agency without affecting Eastview's social values.

If a metropolitan form of government is decided upon, the City's participation should be confined to the administration of services, with all review area municipalities retaining their political identity.

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#### HEARING

Mr. Fred Butler, Chairman, Mr. Mark P. Heitshu, Director, and Mr. Charles W. Leclerc, Member of the Board, made the submission and stated that the brief was written with the assumption that some area governmental changes would occur.

It was explained that identical assessment procedures are felt to be used by both Ottawa and Eastview so that tax differences were considered due to tax rates; commercial assessment on Montreal Road seemed higher than that on Ottawa's Rideau Street.

The co-operation and co-ordination felt to be necessary between Ottawa and Eastview has increased in the last 4 years; still such matters as traffic control co-ordination are needed. This is particularly true at the junction of Montreal Road and Rideau Street where there is no integrated control of traffic devices and no study has been made to this end. Public transportation problems have arisen for similar reasons; the point was made, however, that the Ottawa Transportation Commission operates in Eastview by franchise, without financial obligation on Eastview's part and irrespective of municipal boundaries.

The desire to retain local autonomy stems from the City's ethnic, religious and social character primarily. The predominantly French speaking community feels more like a family and at home with

its own churches and organizations; this permits residents to do business in French if they so desire. Eastview residents would have to re-establish themselves if they moved elsewhere, and they would lose this family feeling.

For this reason, as well as its geographic location, it was stated that Eastview desires to retain its political identity and control over sociological, spiritual and ideological matters but is prepared to participate, through negotiation with a central government, on physical functions and provision of services. It was suggested that services to people such as recreation, welfare, health, planning and police protection might be under local control with physical services like hydro, gas, fire protection, garbage collection, road and sidewalk maintenance subject to negotiation with the central authority. There was considered to be room for improvement in the present degree of co-ordination of municipal police forces; Eastview and Ottawa forces have no integrated radio system.

It was felt that this approach, excluding the ethnic factor, was similar to that submitted by the Eastview Public School Board.

An eastward expansion of Eastview has been considered only briefly; the City's main objectives are retention of its political identity and controlling its growth through an Official Plan and an urban renewal program. The financial aspects of such planning programs have not been considered as yet but all proposals, such as rebuilding to a higher assessment, will be studied for economic feasibility, with reliance on the financial support of the senior governments.

It was stated that the City's Official Plan need not be approved by the Ottawa Planning Area Board, and while opposing anything that might affect control of their own destiny, it was agreed that the plan should be subject to an overall area plan. With a basically autonomous Eastview as an integral part of the whole area, it was felt that conflicts in planning interests and problems in area financing could be satisfactorily discussed and detailed on a step by step basis at a later date.

PARISH OF BEARBROOK

BRIEF

Cumberland Township must have:

- 1) adequate representation to the proposed Regional Board on the basis of contribution to the gross regional and/or gross national product;
- 2) built-in protection against escalation of property taxes;
- 3) representation on Planning Boards and effective regional planning and development control;
- 4) affiliation with closer health units than the Prescott and Russell Health Unit;
- 5) library facilities which could be purchased from Ottawa;
- 6) improved medical facilities;
- 7) more adequate fire protection;
- 8) enforcement of legislation regarding waste disposal and purity of water supply;
- 9) a more accessible location, such as Ottawa, to conduct township litigation.

The township and Ottawa form a natural economic unit. The purchase of secondary education from Ottawa since 1962 and the incorporation of the township with the Carleton Deanery in 1961 have proven successful.

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HEARING

Rev. R. L. Reaume and Messrs. Adrian Hayes, Erwin Hamilton, Hayden Coburn and Leslie Armstrong presented the submission. The Parish of Bearbrook was generally defined as covering the southerly portions of Cumberland and Clarence Townships with churches at Canaan, Bearbrook and Vars.

While the brief was prepared on the assumption that a form of regional government would be recommended, it was stressed

that the Commission had no preconceived idea as to what changes in form, if any, would be recommended.

Considering that the average of Ottawa's present senior government representation and that resulting from the recent redistribution is higher per individual than Cumberland Township's, inadequate township representation on a regional government and its effect on the agricultural industry is feared. Population is not considered the basic criteria and representation on the basis of contribution to the gross regional product was recommended. If this proves impractical, it is felt that the township should have a minimum of two representatives.

Concern was expressed that city assessors might not fairly appraise rural property so causing its assessed value to increase. There was doubt expressed as to the proper application of the Assessment Act in rural portions of newly incorporated metropolitan areas. However, the township should be prepared to accept its fair share of any increase in regional government costs but only commensurate with benefits received. Costs for new service installations, for example, should be allocated to those who benefit. Further, rural economic survival is tied to property values more than in an urban area; increased taxation could put some farmers out of business as it is close to this point now.

While it was suggested that Planning Board representation ought to reflect the type of area economy, it was pointed out that strong rural representation will not necessarily insure better land use controls or decisions in the best interest of the rural economy, and that the solution might lie in more adequate planning machinery.

Other points discussed were as follows:

- 1) Library facilities could be provided through a mobile unit from Ottawa to the township schools; there are no United Counties' library facilities at present.

- 2) The control of water resources and wells against waste disposal contamination could be a health unit or conservation authority function. While some waste disposal regulations exist, they are not properly enforced.
- 3) Secondary education has become a regional or metropolitan government responsibility. The township's present arrangements with Ottawa are considered more advantageous for students than alternative arrangements with Rockland High School would be.
- 4) The annual township grant of \$800. to each of the three fire units permits less than minimal equipment and service. As units must return any unspent grant portion at year's end, it was felt that there should be less control over grant monies.
- 5) Hospital facilities, health clinics and extension of doctor's privileges at Ottawa hospitals were considered necessary.
- 6) Distance and time make justice administration at L'Original more costly than if it was at Ottawa.

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COUNCIL  
THE COUNTY OF CARLETON

BRIEF

It is understood that there will be a further opportunity for submissions after publication of the compilation and analysis of all briefs.

Traditionally, there are certain fundamental areas of County responsibility, and certain others capable of inclusion through new provincial legislature departures and current municipal thinking. Presumably the higher authorities see certain virtues in the County government form.

Every County wants its students to receive an education consistent with the demands of the expanding world and the municipalities' ability to pay. If municipalities are unable to reach this standard then administrative forms must be reviewed and, if necessary, altered and extended.

Pursuant to the 1964 school legislation, a Public School Consultative Committee was appointed; it has reported to County Council and is presently active in local educational problems, notably within North Gower Township on Township School Area problems. The Committee generally agrees that a form of consolidation can prove beneficial, but the Council feels that the establishment of the Township School Area system is a giant step, the benefits of which cannot as yet be accurately measured. This system could encounter difficulties in financial adjustments among old school sections as well as adjustments in thinking within municipalities and should not be discarded in haste. If, after a trial period, the new system proves inadequate, a larger County unit would seem to provide the answer.

The Ottawa and Carleton Childrens' Aid Society has operated satisfactorily for nearly seventy years and no other arrangement could improve on the existing service.

The County Home for the Aged was erected in 1959 at a cost of \$1 million, \$425,000. of which was debentured by the County. The Home with 130 beds, 100 of which are occupied, can serve the expanding community. It is well managed and provides an excellent service to the rural and suburban County areas; it has permitted the County to discontinue purchasing such a service elsewhere.

The County Health Unit established in 1964, has a gross 1965 budget of \$209,235. It is staffed by five qualified Public Health Inspectors, seventeen qualified Public Health Nurses, one Medical Doctor and three part-time assistants, and a clerical staff of four. A full-time assistant and two nurses will be added by August, 1965. The Unit operates fifteen Child Health Clinics one afternoon a month, which represents more area service than the recommended basic coverage. In 1964, 17,000 inoculations were given, and Public Health nurses served all schools and provided Home Nursing services. The present County ratio of one nurse to 4,500 persons exceeds the provincial average of one to 5,000 persons. The new County health program is untested, but the County is confident that steady expansion of facilities, staff and programs will meet area needs.

The present County and Ottawa Suburban Roads jurisdictions are serving the area satisfactorily by providing a superior system of roads. It is hoped this standard will not be sacrificed if a pooling of resources and effective cooperation is required to provide adequate road systems elsewhere in the review area. The County believes the quality of roads in certain areas is basically a problem of ability to pay. A possible solution to improving the ability to pay may lie with the grants to cities and has no direct bearing on the structure of government.

Planning is recognized as an important factor and the most significant problem in the County today. In 1962, after meetings with Mr. J. O. Pearson, Department of Municipal Affairs, the County

considered establishing a County Planning Board. Letters to this effect were sent to all townships under the Ottawa Planning Area Board and all agreed to forming a County unit. The Department of Municipal Affairs was formally requested to define the County of Carleton as a planning area so that the County might be empowered to establish its own planning unit and employ staff, initially a Planning Director, a Technical Assistant and a Stenographer with further additions dependent on planning programs and municipal needs. Nothing further came from that request. The Ottawa Planning Area Board has not and is not now functioning as an area board, but as a City board. This is due to the problems confronting it, peculiar to the City and further aggravated by the problems of the areas annexed in 1950. It is feared that, under a joint or large Planning Board, the complexity of urban problems might overshadow those of the County municipalities. While there is good reason for overall planning, this field is one of municipal jurisdiction requiring recognition of local considerations. Therefore, the County still feels that a County Planning Board can best serve the rural and suburban needs which are different from those of the urban areas; co-ordination between the City and County authorities for such things as transportation systems and studies, could be on a joint basis. It is expected that the same high degree of cooperation would exist between the National Capital Commission and the County Board as presently exists between the National Capital Commission and the Ottawa Planning Area Board.

It would follow that if Carleton County is constituted as a Planning Area, the proposed County Planning Board would be responsible for road planning in the area served by the Board. This area is considered the proper size for comprehensive road planning and is not so large as to be unmanageable.

The present municipal responsibility for parks and recreation facilities might possibly be expanded to the County level if over-all area planning should become a reality. The County already has 640 acres

in Marlborough Township, purchased in 1964 as a County Forest, which might serve as a nucleus for a County system of parks.

There is no County Police Force though certain of the County municipalities have forces of varying sizes. Gloucester and Nepean Townships operated a joint force for some years, but now have separate forces which appear to provide a better standard of law enforcement through being tailored to the needs of their respective municipalities. There seems no need to interfere with the arrangements of those municipalities served by their own forces or by the Ontario Provincial Police.

Adequate cooperation in fire protection exists between County municipalities, some of which have agreements of long standing; there is a 'Fire Protection Area' in effect though perhaps not in fact. A County Mutual Aid agreement once proposed with Ottawa was not accepted by the City.

The Court House operation is carried out under an arbitration award with the cost borne proportionally by the City and County. The present jail is obsolete and the City has approved the proposal for a new jail. Consultations with Provincial and other authorities have been conducted with the view to acquiring a site.

Assessments are carried out by each Township assessor in the constituent municipalities. The County Assessor, appointed since 1961, advises municipal assessors and equalizes the assessments in the County. Although equalization has helped to balance the burdens of municipal services, the different bases of municipal assessment remains a basic problem. A Special Committee of County Council, appointed in February, 1965 will report shortly on the cost and feasibility of a County assessment department.

It is understood that there will be a further opportunity for comments on matters raised at the public hearings. While regional

government is frequently discussed, we urge an examination of the existing governmental forms which might be usefully adapted to meet present day problems; County government is a form of regional government which might provide the basic administrative machinery.

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HEARING

The submission was presented by Dr. W. A. Taylor, Warden of the County and Mr. W. D. Baker, County Solicitor, who agreed that while opinions might differ on the virtues of County government, general approval was evidenced by the expansion of permissive legislation allowing counties to take on assessment, planning, education and health functions.

It is considered to be too early to decide the financial and other implications of township school areas; the Public School Consultative Committee of Council has made no recommendations as yet. It was felt that much discussion should precede the extension of the Ottawa Collegiate Institute Board's administration over more of the County.

The Eastview Suburban Roads Commission was recently formed to obtain grants for local roadwork; the County feels it is not worth keeping as a separate commission. However, the distinction between County and Suburban Roads Commissions is useful from a financial if not an administrative point of view and the Ottawa Suburban Roads Commission has been financially advantageous to the County. Assumption of financial responsibility for Ottawa's roads by integration of road systems might sacrifice the high quality of County roads; it was felt that standardization of Provincial grants would provide a better solution to Ottawa's road problems. Misgivings were also expressed about assuming Cumberland Township's road problems although the financial aspects of this have not been considered;

the Township, however, had been considered for inclusion in the proposed County Planning Board. Future decisions would be based on the County Road Needs Study and the Regional Transportation Study.

It was considered that all municipalities outside Ottawa would join a county planning agency to assist them and the growing urban centres beyond the Greenbelt in matters of land use, road, and service planning and probably prepare an official plan. No insurmountable difficulty was expected in getting the municipalities to agree to adoption of a County plan.

The difference between urban and rural planning problems and their solutions, the fact that the Ottawa Planning Area Board has of necessity a city-oriented staff, and experience with the attempt to combine rural and urban planning under the Ottawa Planning Area Board, lead the County to support separate City and County Planning Boards. The County is familiar with its own problems and financially able to hire experts to solve them whereas on a unified City-County Board rural interests would it is feared be under-represented and made subservient to the urban. Voluntary coordination and cooperation between the City and County Boards would, it is felt, be adequate to deal with joint planning problems. Local boards in Gloucester, Nepean and other municipalities would probably have to be retained for local planning and zoning functions but should be subservient to the County's plan. Although suburban-rural planning conflicts would be faced within the County, it was felt they could be resolved because they would be within the single political jurisdiction of the County.

No suggestion was made as to a County Planning Board's composition or its future relationship with the National Capital Commission. It was felt that past cooperation between the County and the National Capital Commission could have been improved.

Arrangements for fire protection and agreements were considered adequate and there have been few complaints about the

service. There is a County mutual aid agreement in practice though not in reality, but it would be preferable if Ottawa participated.

Other points discussed were as follows:

- 1) The total county mill rate has been stable over the past few years but will increase on the assumption of new functions.
- 2) No county parks system is contemplated.
- 3) Individual municipalities are best able to determine their own police protection requirements.
- 4) The County Home for the Aged is readily accessible and as satisfactory in the sociological sense as possible.

Cooperation between the County, City and other municipalities was felt to be ensured by the long history of their good relationships, as presently seen in the new jail discussions. While provincial financial assistance would have been 50% of construction costs for a jail serving two or more Counties, it was decided that a one-County jail, although it will only receive a 36%-37% provincial contribution, would be easier to administer. The City-County capital and operating cost split will be determined on a time-population-usage basis.

The County would consider it a moral responsibility to share capital and operating costs of any new hospital serving the County from a location inside the Greenbelt.

It was felt that County problems could be handled within the present legislative framework.

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COUNCIL  
THE TOWNSHIP OF CUMBERLAND

BRIEF

The township, a rapidly growing suburban municipality aligned with the Cities of Ottawa and Eastview, is inefficiently and senselessly united with the antiquated, pre-Confederation form of government of the United Counties of Prescott and Russell.

The following factors affect the urbanization of the township:

- a) It is within easy commuting distance of Ottawa where the majority of residents who are not self employed, work.
- b) Driving conditions and roads are favourable; a new four-lane highway from Cornwall to Montreal will bisect the township.
- c) There are large flat areas of land suitable for residential development with rock not too close to the surface.
- d) Just east of the Greenbelt limits, the township is one of last largely undeveloped areas close to Ottawa.
- e) A subdivision development has located in the northwest corner of the township. A good water supply was located and a water system installed.
- f) The township has a 10-year contract with Ottawa and Eastview for Secondary Education which makes it difficult to consider remaining a part of the United Counties.

In the matter of County health services, this township of 6,000 persons is a forgotten municipality with not one health clinic per annum. Hawkesbury with 9,000 persons has two clinics per month.

County roads are a source of constant irritation. They are built and repaired without the engineering knowledge and techniques that ensure permanent roads. Township roads, on the other hand, are steadily improving, but public demand is increasing

township road and bridge expenditures which result in higher taxes.

The Ottawa Suburban Roads Commission evidently has considerable financial resources (\$1,212,000. according to the District Engineer) compared to Russell County and in particular, Cumberland Township. This is further aggravated by the unjust distribution of United County road funds and the fact that no allowance is made for through traffic on County roads to Ottawa and Eastview. For over 30 years, Cumberland Reeves have stated that voting in the United Counties Council is weighted against the township due to the many small municipalities in the eastern part of Prescott and Russell.

The township shares one County grader with Clarence Township, which permits infrequent use; one foreman is expected to serve all of Russell County and the County garage at Sarsfield has no phone. The township gravel pits while providing cheap gravel for township roads are causing additional road expense due to the heavy loads being taken outside the township. Township and county roads also carry extensive Federal District traffic and heavy bulk-milk, oil and fuel trucks from Ottawa and Eastview. The one medical doctor and one veterinary surgeon risk their lives to answer emergency calls on these roads, and the township is dependent on them for access to Ottawa and Eastview, the social, educational, industrial, legal and medical centres of township life. Moreover, better County roads would help to attract industry.

The County Home for the Aged, 40 miles to the east of the township at L'Orignal, the County seat, is less accessible than similar institutions in Ottawa; the location of Magistrate's Court at Rockland is equally inaccessible.

The lack of income in the primary township industry of dairy farming is forcing many farmers out of business to seek employment in the nearby cities.

In 1931, the township had no resources, a \$24,000. deficit and few assets. Today, there is a reserve of \$71,300., a \$5,000. surplus, debenture liabilities of only \$63,000. (much less than in 1931), and many assets including 2 graders, 3 trucks with plows, a Community Hall, a garage (which will soon require enlargement) and a new township office and Council Assembly Hall. Taxable assessment is over \$4½ million. It would appear that properties in the United Counties are assessed higher than those in Gloucester Township, and according to 1964 tax bills it would appear that this township might benefit by a lower County rate and reduction in taxes if it were part of Carleton County.

All available projections point to the township's rapid growth as a suburban residential and industrial municipality in the Ottawa orbit. Dependent on Ottawa and Eastview for practically all facilities and services, it provides these municipalities with a source of labour.

Urbanization will entail large expenditures on education, police, fire, water, sewer services, etc. and the need to adjust the functions and territory of local government. It is high time to divorce this municipality from an antiquated County government and join it with the progressive municipalities to the west.

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#### HEARING

The submission was presented by Mr. Nelson Charlebois, Reeve, Mr. R. J. Kennedy, Township Clerk and Mr. John Nelligan, Township Solicitor.

With respect to the urban development in the north west portion of the township it was stated that:

- a) The initial plan is for 5,000 persons ultimately; 500 persons or 125 families are there now. Developers have purchased land a

mile to the east and south of the present development.

- b) The township has no financial responsibility at present for sewer installation or water supply; this is secured by letters of credit with the subdivider. The Township assumes all maintenance costs, however.
- c) The Gloucester-Cumberland Townships' agreement concerning the proposed sewage disposal plant is awaiting Ontario Municipal Board approval. The townships have passed preliminary by-laws and the Ontario Water Resources Commission has given unofficial approval. The plant will have a capacity for 8,000 persons (3,000 in Gloucester and 5,000 in Cumberland) and has been designed for later expansion, if necessary. Optimum size trunk mains are planned to serve an expanded plant with one trunk from Cumberland and another from the Gloucester area.
- d) The whole urbanized area would be unlikely to form a separate municipal unity for a number of years, and then only if the usual urban/rural problems caused dissatisfaction or if they wanted a vote on Council.
- e) Problems may arise from spreading school costs for this area across the township.

On the subject of roads, the following opinions were stated:

- 1) Good roads are required for Ottawa workers' transportation. As worker resident areas expand, it should be the responsibility of the Suburban Roads Commission to expand their system to these areas. Requests to Provincial authorities that Suburban Roads Commissions be permitted to disregard county boundaries, have not found support however and being outside Carleton County, Cumberland roads, while serving the Ottawa area, receive no benefit from Ottawa contributions to the Suburban Roads Commission program; with no City in the United Counties, there is no suburban road system there. If included in the Carleton County suburban road system, it is felt that capital construction costs for some period

should be devoted to raising the standard of the Cumberland road system; it is difficult to predict what problems, if any, might be encountered, as there is no previous example of a township joining another county.

- 2) 55% Provincial grants are provided for Cumberland Township roads. County roads may present a problem due to necessary grant adjustment between counties. By pooling of assets, any compensation paid between the Counties might take into account the present poor County roads in Cumberland.
- 3) Many township problems would be alleviated if the Prescott and Russell County Roads Commission adhered to the Roads Needs Study just completed.

Other points discussed were:

- a) Of 26 County Council votes, 16 go to Prescott County and 10 to Russell County; of the latter, the township has 3. Prescott communities are generally smaller than Russell communities, yet have a vote.
- b) There are 6 or 7 High School Districts in the County; the Department of Education would prefer to see 2, one at Hawkesbury and one at Plantagenet, but this would mean transporting 260 Rockland students 15 miles a day. There have been suggestions that Cumberland use Rockland High School, but the township prefers its present arrangements.
- c) There is no move toward consolidation of smaller County municipalities; the opposite appears to be true.
- d) The farm economy appears to have reached the breaking point with respect to taxation.
- e) The present debenture debt of \$63,000. is decreasing with the next anticipated issue to be for a public school in the north west area.
- f) The problem of unpaid taxes, representing 1/3 of the total tax roll, is being handled now that staff has increased.

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NEPEAN HYDRO

BRIEF

Nepean Hydro became a separate operating utility on July 1, 1964 with the full support of township Council and residents. Its objectives were the reduction of hydro rates and to allow residents a voice in the handling of an essential commodity.

The legislation which governs the operation of Ontario Hydro, also permits the creation of municipal utility commissions to supply local needs.

Nepean Hydro has four Commissioners appointed by the Council and one ex officio Commissioner who by legislation is the Reeve. Eventually, it will operate as an elected Commission, separate and distinct from township Council, a method opposed by the Select Committee of the Ontario Legislature which recommends the operation of local hydro utilities by local councils. The Commissioners feel that a council or council committee, due to its heavy work load, cannot satisfy the varying operative needs with the same economy and efficiency as a dedicated, single purpose Hydro Commission. With fixed assets of \$3 million and a gross monthly income of \$140,000, the maximum permissible size of Commission of five members is necessary.

The present Commissioners learned a great deal during the three year period of take-over negotiations, and their experience has resulted in

- a) the adoption of the most modern computer billing and accounting system in Ontario;
- b) the second Ontario installation of illuminated street name signs;
- c) the undertaking of underground wiring and electrical heating installations;

- d) the acquisition of heavy equipment and a service centre and the construction of a Hydro utility building;
- e) the provision of quick and efficient service.

Nepean Hydro with 11,000 customers, ranks 25th amongst Ontario's 357 operating utilities, and like the others provides superior administration by retaining a local interest and identity.

Ottawa Hydro's favourable rate applies to home lighting, cooking and other appliances. However, more Nepean homes are electrically heated since Ottawa's rate for this service is 90% higher. The Ottawa Hydro rate is certain to increase with

- a) future expansion of underground wiring, illuminated street signs and electrical house heating programs;
- b) the termination of their long term contract for bulk energy.

The expansion of Ottawa Hydro's responsibility over other municipalities would be a retrograde step, and would result in increased rates for less personalized, efficient and progressive service and destroy the unity, purpose and local identity which has motivated the Canadian way of life.

The total problem must be studied and the authority of local Councils expanded and strengthened. Area identities should be preserved, historical and natural boundaries respected and the strong individuality of the Canadian character maintained. Legislation should be updated to increase the number of local Council members and their remuneration. A non-voting, non-governing, central coordinating committee with one member from each Council and a permanent salaried secretary should be established to discuss area wide problems; secondary bodies, composed of one member from each operational facet of every municipality, should be formed for the handling of technical problems. Thus maximum co-operation

and co-ordination can be achieved, and community identities preserved.

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HEARING

The submission was presented by Mr. H. Hargreaves who stated that a plebiscite in December, 1963 ended the three year struggle to establish a township utility by people presently operating it under a 5-man commission. The appointed Commissioners will be elected from next year on.

Nepean Hydro is on the Ontario grid only; its overall average rates are 10% lower than those of Ontario Hydro. There has been no rate change for the farmer as yet, but this rate will be the first rate lowered.

It was stated that a hydro utility, unlike a water system, must be in competition with gas and oil companies and should be run as a business under a separate elected commission. A council or committee of council is considered to be too busy with municipal problems to run a utility efficiently. Further, it is hoped that the recent recommendation (of the Select Committee of the Legislature on Municipal Law) for the abolition of separate local boards and commissions, excluded hydro utilities. While there has been no suggestion of transforming this utility into a Public Utilities Commission, it may be considered in future.

A township utility enables the profit to be applied directly to the area it serves through reduction of rates, improved services, etc.; while there is no profit from lighting homes, there is from water heating and home heating which are the areas of greatest competition. The utility is presently putting underground wiring in all new developments.

There would be no saving in meter reading costs etc. if

Ottawa Hydro and Nepean Hydro merged, although there might be in billing costs if an updating and consolidation program were undertaken. Future consolidation in Nepean of hydro, water and sewer services with payment by a water bill surcharge might be an advantage. It is not thought that a common rate structure is possible or fair for a metropolitan area as Ottawa people, for example, would be paying for increasing Nepean assets though they had already paid for their own. Further, the principle of pooling area assets without remuneration (as applied in the formation of Metropolitan Toronto) is not agreed to when individually growing areas are involved.

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ROMAN CATHOLIC SEPARATE SCHOOL BOARD OF OTTAWA

BRIEF

There is a relationship between the amount of money spent for schools and the quality of schools provided. A minimum budget will provide a minimum standard of classrooms, teachers, supplies and equipment. The Ottawa Separate School Board has been able to provide the basic essentials, but cannot offer the additional educational advantages. There are two standards of education in the review area because the principle of equal opportunity is being violated.

The limited financial ability of the Board keeps the expenditure on basic special services at a minimum and prohibits the expansion of these courses. Elementary students are equally divided between the two Boards of Ottawa but do not receive equal opportunity with respect to special services in guidance, psychology, orthopaedic, diagnostic and remedial teaching, music and art classes, etc. While the Public School Board offers all the above classes, the Separate School Board can only do so in a limited manner. However, the Board does have two psychologists and does give special attention to slow learners.

The disparity in resources between the two Boards is extreme as is the per pupil expenditure variation. Ottawa Separate Schools presently receive 70.6% less per pupil. Between 1951 and 1963 the relative spending gap between the two systems narrowed but the absolute gap widened. This absolute gap will narrow under the Tax Foundation Plan but will not disappear.

As there is an important correlation between gross per pupil expenditure and the standard of education provided, it is reasonable to conclude that the Separate School standard of education is lower than that of the Public School; although other things

influence the attractiveness of academic employment, adequate financial inducements are necessary. Even if a good starting salary is offered, a low ceiling is a decided handicap when hiring. The Public School Board with a salary ceiling of \$8,200. has a definite competitive advantage over the Separate School Board with a salary ceiling of \$6,100. Further, the greater increases to Separate School salaries between 1952 and 1963 failed to prevent a widening of the absolute margin between the two systems. There is no doubt that Separate School salaries must be raised if the Board wishes to prevent deterioration in the quality of its staff and match the superior offers of the Public School Board.

The Report on Research Findings does not show debenture debt changes between 1951 and 1963 by school systems but shows that 1963 per pupil expenditure for loans and interest represent 15.8% and 13.1% of gross expenditures in the Separate and Public Elementary systems respectively. A rising school debt and heavy taxes can cause Separate School supporters to support a public system and restricts the expenditure of the debtor.

A further omission in the Report concerning future classroom need and school attendance projections will delay Separate School decisions on consolidation of administrative units.

In matters of educational finance, we have failed fully to meet the development of the modern world. Mutual trust must be developed and legislative changes implemented to guarantee equal educational opportunity for supporters of both systems. Originally legislated to be on a par with public schools, the Separate Schools have always been financially penalized, thus resulting in a divergent standard of education. By legislation, a Roman Catholic may support Separate Schools or the Public Schools if his children attend them, however, a non-Catholic cannot support the Separate Schools even if his children are enrolled in this system. Further, the rating of

corporation assessments to Separate Schools in proportion to the number of shares held by Roman Catholics is unworkable; the Ontario Foundation Tax Plan is only a partial remedy.

Centralization of Separate School administration in the review area would serve no useful purpose in view of the present financial burden and lower level of education provided by this system. Dr. Eric Hanson, Dean of the Graduate School of the University of Alberta recommends substantial Federal-Provincial participation as a means of reducing education costs to 5% or 10% of the municipal budget. Meanwhile, no lasting solution will be found until the financial inequities between the two systems are resolved.

By constitution, we have a separate school system. Further, it is a necessity that all children have equal educational opportunities. However, evidence suggests a widely divergent standard of education between the two elementary systems attributable mainly to lower relative return from municipal taxation. It is therefore recommended -

- a) that the Federal and Provincial governments assume greater financial responsibility for education;
- b) that all taxes for school purposes be legislated for distribution to Separate and Public Schools on a per capita basis;
- c) that legislation be passed to permit non-Catholics with children in Separate Schools to support the separate system.

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#### HEARING

This submission was presented by Mr. Roland Beriault, Chairman of the Board, Mr. Frank Gilhooly, Member of the Board, Mr. R. Groulx, Board Administrator and Mr. L. Desjarlais, Mr. Gordon Boreham, Mr. Pierre Mercier, Mr. D. Pharand and Mr. L. Boudreau.

The lack of finances has prevented the Separate School Board from offering the same high standard of educational services

offered by the Public School Board. This results from the disparity in resources between the two systems, caused primarily by the existing provincial grant system.

It was explained that the Ontario Foundation Tax Plan 1964, provides for a basic tax relief grant which benefits both systems equally. There is also an assimilation grant which favours the progressive board incurring a large capital debt through a rapidly expanding school system. The Board is receiving more from an equalization grant (based on assessment per classroom) than the Public School Board. However, the greatest disparity lies in the corporate tax adjustment grant which (since 1963) is calculated on all Ottawa corporation assessments less the separate school assessment and multiplied by the annual public school rate. Based on this figure, the Board receives only part of the corporation assessment. The Robarts plan (undergoing a five year trial) will divide corporation assessment for school purposes on the same ratio as public and separate school assessment bears to total residential and farm assessment. This is a partial remedy to the inequity in view of the almost unworkable provision permitting a corporation to rate all or part of its land and business assessments for separate schools up to the portion of total stock held by Catholic shareholders. However, the gains from the corporate tax assessment will raise the classroom assessment and lower the Board's equalization grants.

Non-Catholic ratepayers' children attending separate schools represent about 5 percent of total enrolment; by law their parents cannot support the separate school system as is also the case with children of mixed marriages where the father is Protestant. Similarly, taxes from public utilities such as the Canadian National Railways, Canadian Pacific Railways etc. and from property owned by a Catholic but rented by the Federal government automatically go to the public school system; in other cases of renting, the disposition of taxes is decided by the tenant. These practices cause further

loss of revenue to the Board. Although these inequities have been the subject of many representations to provincial authorities, they have not been corrected.

For a number of years, separate school supporters have paid around \$75.00 more annually in taxes for school purposes than public school supporters. In spite of this, it is possible that the present educational standard has been maintained only by going deeper into debt than the public school system. A rising school debt and prospective high taxes may even cause separate school supporters to switch to the public school system.

With present grants and assessment, the Board stated that any expansion of its administrative area would prove to be too much of a financial burden, although the extent of that burden would depend on the cost of increasing new area services to bring them up to Ottawa's standard. It was agreed unofficially, however, that if the financial inequities were resolved, a larger administrative area would be in the interests of separate school education, since the educational standards in suburban and rural schools would be raised to that of the Ottawa separate schools; a standard level of education throughout the entire area was generally favoured although again the financial aspect would be all important.

It was stated that only by some more basic reallocation of public funds will the equalizing of educational opportunity be a reality.

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CITY OF OTTAWA PUBLIC SCHOOL BOARD

BRIEF

The students' interests and school planning efficiency will be best served if public elementary education within the outer limits of the Greenbelt is the responsibility of the Board, with the later formation of a Board of Education once public elementary and secondary school systems in this area are established.

The Greenbelt contains the central Ottawa region and prevents the extension of built-up urban areas; it divides the County into two distinct parts or administrative areas of dissimilar functions. The area within the outer greenbelt limits provides a compact region for easy school administration.

Although all Ontario communities can provide a good elementary education for their students, a more diversified education can only be provided by a large system with technical knowledge, experience and personnel. For instance, the Intermediate or Senior School system (Grades 7 and 8) with its social, psychological and academic benefits cannot be adequately provided by the smaller school area but could be provided for the suggested enlarged area as it has been in the Ottawa public school system since 1929.

The pupils of this enlarged administrative area like Ottawa public school pupils would be provided with special classes for the mentally, emotionally and physically disabled with psychological, medical and dental services and with qualified instruction in a broad and diversified curriculum. Such an area program would be impossible under several units of school administration.

The present cooperative relations between the Public School Board and the Collegiate Institute Board are of a high

standard; students and educational standards alike would not benefit additionally from the formation of a Board of Education until the problems of amalgamation are solved. It is however likely that such a public school administrative board for kindergarten to Grade 13 will come eventually.

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HEARING

The brief was presented by Mr. W. T. MacSkimming, Chief Inspector, Mr. Kenneth A. Murchison and Mrs. W. Ambridge, members of the Board.

It was explained that the outer Greenbelt limits were chosen as an administrative boundary since it was felt that the scattered Greenbelt settlements might present an administrative problem and that the larger central authority might be in a better financial position to assume the responsibility. This organizational system could be expanded to provide central educational facilities in areas of substantial development outside the Greenbelt.

To explain further, it was felt unrealistic to incorporate Torbolton students into the Ottawa system just because they are County residents; they are much closer to Arnprior facilities. For the present time, the Greenbelt seems the obvious boundary for the creation of administrative regions.

The suburban areas cannot afford to provide all the educational services of the Ottawa schools. Yet, an Ottawa standard of education was provided to the 1950 annexed portions with about a 4 mill increase to taxpayers; adequate representation has never been a problem and now 6 of the 9 Board members are from the 1950 annexed portions.

It was felt that a Board of Education would not necessarily benefit the area's school system but that such administration

was inevitable; the Board's "intermediate" schools assist in the smooth student transfer from elementary to secondary level.

It was suggested that an elected body might not be appropriate over a larger area as present problems arising from a poorly informed electorate would be compounded with the right sort of candidate being little known. The capable appointed members of the Collegiate Institute Board are removed from the political aspects and the ordeals of election. Further, many good men unable to communicate with the public are lost to elected Boards.

It was not considered essential that a centralized government be a prerequisite for a centralized school system, rather the system might take the form of a union school district with several areas participating on a designated basis.

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NEPEAN TOWNSHIP HOSPITAL COMMITTEE

BRIEF

The following brief was submitted to the Chairman of the Ontario Hospital Services Commission on June 22, 1964:

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The lack of any hospital facilities and an expanding township population resulted in the appointment of a striking committee for a township hospital.

The 1963 population of 30,000 which will increase to a minimum of 50,000 by 1968, needs a balanced and integrated township hospital system for the following reasons:

- a) Ottawa hospitals are already over-taxed; the restriction of hospital privileges to doctors living and/or practising within Ottawa has contributed to the fact that only two known doctors are practising in the County; they have to go outside the County for hospital privileges.
- b) There are no County hospital or emergency treatment facilities, no doctors for emergency house calls and no major medical treatment centre. A regional or national emergency would leave township residents unattended.

It is therefore proposed that a Class "A" hospital be built in the Greenbelt.

.....

This Committee has been encouraged by the Ontario Hospital Services Commission reception of our representations and now feels even more strongly about the need for a township hospital. The present 1964 population of 35,266 shows an increase of 16.5% or 5,000 persons in one year. The township has the population of a good sized city and reportedly the fastest growth rate in the province.

The two practising County doctors give it a doctor-patient ratio of one to 12,000, similar to undeveloped parts of Africa. The township needs a 300 bed hospital to serve its

growing population; the township's debt position is such that it can underwrite its share of the cost. A serviced site is available. Support of the council, industry and residents will encourage this Committee to make representations to the Ontario Hospital Services Commission until the hospital is established.

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HEARING

Messrs. J. A. Carman, Dr. S. Gowe and W. MacRae, members of the Committee, were present to present the Brief.

It was pointed out that the restriction of Ottawa hospitals to doctors practicing in the City makes emergency treatment of County residents difficult and uncertain, for if one cannot use one's own doctor, very often no other can be obtained on short notice. It is hard to get City doctors to make house calls in the Township at night, and there is an extra charge as well. Distance from the outer areas to the City hospitals is also a problem.

The proposed Nepean hospital would be a public hospital serving a wider area than the township, and would not be restricted in this way. A site on National Capital Commission greenbelt lands in the vicinity of Bell's Corners is available on 99-year lease, and the Committee has been assured of local financial support for a public fund-raising campaign, it was stated. The Committee is convinced such a hospital would lead to an increase in the number of doctors practicing beyond the City.

With regard to financing, the Township Council, having appointed the committee, is of course aware of the proposed commitment; after senior government grants there will remain a sizeable "local" share to be raised from a public campaign, municipal grants, or both. The Committee feels that other municipalities and

the County, which would benefit from the hospital, should contribute, but that Nepean as the wealthiest suburb must logically take the initiative.

Although the preliminary report of last December of the Ontario Hospital Services Commission referred to the possibility of a 200-bed hospital, the Committee feels that current and prospective population growth in Nepean and adjacent areas particularly to the west will justify 300 beds by the time the hospital is built.

The Committee also indicated support of the idea of a continuing regional hospital planning group, representative of those concerned with the provision of hospital facilities in the greater Ottawa area.

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OTTAWA HOSPITAL COUNCIL

BRIEF

The Council represents Ottawa Civic, Ottawa General, St. Louis Marie de Montfort, St. Vincent, Perley, Grace and Riverside Hospitals, the Royal Ottawa Sanatorium and the National Defence Medical Centre.

A major problem confronting Ottawa Hospitals concerns the local and surrounding municipalities which have no policy for contributing to the Ottawa hospitals for -

- a) capital costs;
- b) the heavy loss in providing out-patient service to their indigents;
- c) these costs as yet unaccepted by the Ontario Hospital Services Commission.

All voluntary and other hospitals serve the same general public from local and surrounding municipalities. It is therefore submitted that financial assistance be provided by all these municipalities and distributed equitably among all Ottawa Hospitals.

The Council supports an area-wide hospital planning agency. An organizational meeting has been held and further meetings will be arranged to complete the organization of such an agency.

HEARING

The Brief was presented by Mr. Douglas Peart, President, Sister Marie Joseph, Vice-President, Mr. Alec Broad, Secretary and Dr. W. F. Cormier, member of the Council and Dr. J. J. Laurier, Chairman of the Eastern Ontario Regional Hospital Council. These persons represent the Ottawa Civic Hospital (Mr. Peart), the Ottawa General Hospital (Sister Marie Joseph and Dr. Laurier), the Perley Hospital (Mr. Broad), and St. Louis Marie de Montfort Hospital (Dr. Cormier) on the Council. Representatives of the other hospitals in the area which make up the Ottawa Hospital Council were also present for this hearing.

It was pointed out at the outset that the Ottawa Civic and Riverside Hospitals differ from the others in that they are both owned by the City of Ottawa, with the City carrying their capital debt.

While all are providing some out-patient facilities, the Ottawa Civic and Ottawa General are the only ones providing large out-patient services. Since indigent out-patients represent a net loss toward which municipalities do not contribute, it was noted that this is a costly service for these hospitals. (Municipalities do pay for indigent in-patients of course.)

With regard to the statement made in several other Briefs that Ottawa hospital privileges are restricted to doctors whose practices are located in the City, Dr. Cormier of St. Louis Marie de Montfort Hospital stated that there are no such restrictions at this hospital, and that courtesy privileges are available to all doctors in the eastern area as far away as Rockland. At the Ottawa General and Ottawa Civic however, Dr. Laurier and Mr. Peart noted that while the bed shortage and the fact that these are both teaching hospitals has tended to restrict the number of doctors allowed courtesy privileges, no specific requests for the granting of privileges to doctors practicing outside the City have been received or considered for several years, although there are just now two such applications currently being processed at the Ottawa General. Such applications may or may not be approved. To clarify the picture, the Council agreed to submit a comprehensive description of the situation with regard to privileges in each hospital.

In discussion of the proposal in the Brief supporting a regional hospital planning agency, it became clear that the Council had in view the whole Eastern Ontario Region, while the recommendation about rationalizing the financing of hospitals was concerned with the

part of this region located within about 25 miles of Ottawa, i.e. Carleton and Russell Counties more or less.

With reference to hospital financing, it was pointed out that the picture of hospital debts borne by the City of Ottawa given on page 143 of the Report on Research Findings does not show the full debt for hospitals other than the Ottawa Civic, and in fact for these other hospitals the figures show City debt resulting from outright grants made by the City which these hospitals (unlike the Civic) do not have to repay to the City. Their 'private' debt which they must repay is however far greater, and although they (again unlike the Civic) receive special Ontario Hospital Services Commission grants to assist in meeting debt payments, and are allowed to use 50% of their preferred accommodation differential for this purpose, these are insufficient. The result is that Sisters' salaries are partly donated to debt retirement at the Ottawa General, and in other cases interest but not principal may be paid, the outstanding principal having to be refunded as it falls due. To assist the Commissioner, the Council agreed to submit the current debt picture for all the hospitals. It was indicated that, including Riverside, the total is about \$24 million.

Thus the hospitals all have severe debt problems, which leave them without necessary improvement funds. It was accordingly strongly urged that all hospital debts in the area be made a charge against pooled tax resources, relieving the hospitals entirely of this burden.

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COUNCIL  
THE TOWNSHIP OF MARCH

BRIEF

The provincial contribution to township roads maintenance should be based on use by non-residents rather than assessment, and raised from the present level of 65%. Improved maintenance of township roads has increased non-resident use within a 20-mile radius of Ottawa. Increased road maintenance costs have resulted from the heavy use of an 8-mile township road by summer cottage residents in Torbolton Township.

The formation of a Township Planning Board, previously requested and refused, could control planning in detail; while the National Capital Commission has been of immense general assistance, such control is presently lacking.

A system of regular contributions by the Townships, based on assessment, would permit non-resident use of City hospital facilities without the present additional charge.

The Ontario Water Resources Commission has been utterly inadequate in assisting the establishment of sewage disposal facilities in areas of new development.

A provincial levy to replace township school levies would provide a more equitable distribution of school construction and maintenance costs.

Local government should remain in its present form with regional control perhaps over sewer, water, fire prevention, etc.

HEARING

Reeve Harold Craig, Councillors Willard Morgan, Harry Read, Reynold Scharf and Patrick Carroll and Clerk, L. Foley were present to make the submission.

It was pointed out that although the Brief states "it would

be appropriate to have certain public utilities such as sewer, water and fire prevention controlled on a regional basis", this proposal stemmed largely from dissatisfaction with the Ontario Water Resources Commission in its handling of the Kanata (March Ridge) development; since the Brief was typed, progress has been made on this matter, and Council does not currently feel that regional administration of these services is necessary.

With regard to planning, it was stated that the township would still like to establish its own planning board, but is not sure of the appropriate method of obtaining and financing professional planning advice, although this could be secured in part at least from the National Capital Commission (which is currently preparing an overall plan for zoning the township) or from a possible County planning agency, which Council would be prepared to support so long as it does not attempt to prevent future development in March.

It was noted that the Township's agreement with Mr. Teron regarding the March Ridge development requires the developer to install trunk sewers large enough to serve the whole township, although it is admitted that such full development will be a long time off; it is proposed to require other future developers to repay Mr. Teron for their use of this trunk capacity.

Concerning the probable financial impact of the March Ridge development on the township, a report has been prepared by a chartered accountant, a copy of which will be provided to the Commissioner; it was stated that this report indicates that the mill rate can remain practically as it is, due to the services, lot fees, and assessment which this development will contribute.

School costs have been rising faster than farm incomes however, and it is felt that they should be borne by the Province.

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COUNCIL  
THE TOWNSHIP OF FITZROY

BRIEF

This township of 2,310 people is rural, with Fitzroy Harbour, Galetta and Kinburn, a 20-house development for Ontario Hydro and some small unserviced summer cottage subdivisions representing the only built-up areas.

The township is considering a subdivision control by-law but would be forced to seek outside help for any degree of development. A County Planning Board would be favoured for this purpose.

The Township School Area Board is operating well. There is now general agreement that a better educational system will result from centralized administration and school consolidation; the latter already underway. The \$16,900 school debt will be paid by 1969. Secondary students attend Arnprior High School with the township responsible for 19.5% of the capital and operating costs and a debt of \$69,532.

The township is satisfied with participation in the Arnprior Hospital and the Carleton County Health Unit and suggest the appointment of a County Welfare Officer, a service the township could not afford.

If consolidation of government functions is considered advantageous, it should be at the County level. Annexation by Arnprior, unsuccessfully attempted 10 years ago, is still opposed; it would not help the area annexed, and would reduce township assessment. The township is quite content with things as they are at present.

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Presenting the Brief were Mr. Hiram Wilson, Reeve, Mr. Walter Baker, Township Solicitor and Mr. D. W. Armstrong, Township Clerk.

They indicated an awareness of the Town of Arnprior's current intention to seek approval to annex a portion of the township for industrial expansion. Annexation would take the highest assessed areas which would adversely affect the tax base in the remaining township; it is definitely opposed. While the township is as much aligned to Arnprior as to Ottawa, this relationship to Arnprior is not like Cumberland's strong orientation to Ottawa.

It was stated that the township maintains the roads for the 150 summer cottages; there is no special assessment district for the cottage area.

Although part of the Ottawa Planning Area Board's jurisdiction, the township has no Board representation, does not contribute to its finances and has not sought its assistance. The township supports a County planning authority which would exclude Ottawa, provide a closer relationship between the authority and the municipality than is presently the case with the Ottawa Planning Area Board, and to which the local planning agencies would be subservient.

It was hoped that the 8 township schools would eventually be consolidated into one school unit, preferably under a township administrative body. A County administrative unit was not seen as necessary for the 330 public school children; no change was anticipated in the township's relationship to Arnprior High School District for which the township's portion of capital and operating costs is based on an intra-county equalization of assessment as agreed by the two county assessors.

It was felt that a County Welfare service should be established along with the County Health service; the township's welfare problems are presently laid at the Clerk's door.

It was suggested that consolidation of two or more local municipalities in the County was not desirable from the municipality's point of view or desired by the people concerned.

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CARLETON COUNTY FEDERATION OF AGRICULTURE

BRIEF

The Federation, serving to improve the social and economic life of rural people in the County for the last twenty-five years, is affiliated with many Ontario commodity groups and is part of the Ontario and Canadian Federations of Agriculture. The Federation's interest and study has shown strong need for a close urban-rural relationship in community planning, development and local government.

Water and land are an area's most important physical resources, yet the trend in urban growth has been to overlook the best natural use of land. There have been two major examples of land use planning in the review area; the County Forest (and several smaller forest projects) and the Greenbelt. The latter controversial program has not contained urban growth by preventing the extension of services, though it was designed for this purpose as well as to beautify the Capital area; its ultimate success depends upon government co-operation at all levels.

Water control should remain under the Ontario Water Resources Commission, with local cooperation.

Rural people are attempting to preserve some of their history with County Council assistance. Independent, they prefer home ownership to renting and though sometimes apparently apathetic to community affairs, they have often shown the desire to retain their autonomy.

Local government, important to the agricultural economy in the past, will be more so in the future. Both the Federal (Agricultural Rehabilitation and Development Act) and Provincial (Extension Services of the Department of Agriculture) programs will

be brought closer to, and largely coordinated at the local level.

The Research Findings indicate only 1.9% of the area's employment in agriculture; this seems questionable - are farm owners included? There are also many people employed in processing farm products and providing services to agriculture. Agriculture should be maintained as a necessary and important part of the review area.

The Report on Research Findings omits reasons for the present structure of local government, and fails to give a comprehensive picture of the role of County Council, or of County finances.

The County is an existing form of regional government; its role should be expanded in the provision of services for people, and as this occurs the members of County Council may have to become directly elected to avoid conflict of interest with township affairs. The logical role of township government is in the provision of services to property, and the present structure is satisfactory for this purpose. Local councils, boards and commissions should be kept as close to the people as possible, and the trend toward greater control of local government by senior governments and particularly by their administrators should be resisted; administrators should not make policy.

Population and employment trends indicate rural Carleton is becoming a dormitory area; the area supplying the jobs must accept some responsibility for maintaining such dormitory areas. Rural renewal will be required if rural living standards are to equal urban standards; housing and renewal should be a County responsibility for the County area.

Rural children should have educational opportunities equal to those in urban areas but there is concern over the education tax

burden on farm properties. The Ontario Federation of Agriculture has recommended to the Provincial Committee on Taxation that it explore the theory that such "services to people be paid for by people" rather than by property taxes, but it is realized this is beyond the concern of the Review. Perhaps a percentage of school taxes should be levied on the pooled industrial assessment of the County or region, with a portion of Federal grants-in-lieu-of-taxes included in the industrial share. Local school boards under the new township area plan should retain the fullest control possible over policies however.

Welfare services should be made a County or regional government responsibility.

Additional hospital accommodation is needed for part of the County although many donations have been made to hospitals in Winchester, Kemptville, Almonte, Arnprior and Carleton Place. Better ambulance service is also required.

A regional planning board should be established, representative of the total area, to coordinate all planning activities of all levels of government. Related controls such as building inspection and physical conditions in subdivisions should remain under local government however, as should sanitation.

Planning and construction of arterial roads could be under regional jurisdiction with maintenance under local government; the present high standard of county and township roads should be maintained. The Provincial highway system is satisfactory and need not be affected. A County committee or the recommended Planning Board could assist in expanding public transportation.

Several public beaches should be acquired; the Municipal Act, if utilized, provides sufficient scope for provision of parks and recreation services.

Police staffs should be increased, and all fire departments should coordinate their efforts but remain under local government.

The Federation would likely oppose a form of regional government other than the County because rural representation on it would be ineffective. If such a form of regional government is established, representatives to it should be directly elected and its role should be limited to planning, services for people and coordination of provincial administration. Public hearings should be held on any such proposal before it is implemented.

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#### HEARING

The submission was presented by Mr. Arthur Manchester, President, Mr. Donald Munro, Past President, Mrs. J. D. Campbell, First Vice President, Mr. Harold Cowan, Member of the Executive, and Mrs. Macartney, Secretary-Treasurer.

It was explained that the Federation, founded 25 years ago as township units now operates as a County unit on a direct grant from County funds. Townships are recognized on the Federation Board which in turn is represented on the provincial organization. The Federation works towards the general economic and social good of the farmer and protects him in such things as marketing matters. While the Federation's program under the Agricultural Rehabilitation Development Act has been taken over by the Agricultural Committee of County Council, the Federation has set up its own committee to make representations to Council.

The following subjects were discussed:

- 1) With present levels of productivity, the rate of decrease in good agricultural land and the anticipated future population growth, long range land use planning should plan future urban needs to ensure that good soil is saved for agriculture and

marginal land is used for development. The 'speculation or farming' conflict of interest faced by farmers could be resolved by government purchase of development rights rather than by expropriation.

- 2) A decreasing water table has caused some dependency on natural flow as a water source for livestock; the contamination of Green Creek is being solved and precautions to preserve the purity of the Carp River have been undertaken.
- 3) The attitude of Carleton County people is one of independence.
- 4) Federal legislation such as the ARDA program should be closely related to and coordinated by the County level of government.
- 5) Water supervision should continue under the Ontario Water Resources Commission.
- 6) Generally, physical services and those to property such as roads, public elementary schools, water and sewer services and agreements, garbage collection, fire, police, etc. should be a local responsibility; services for people such as health, conservation, housing and renewal, school financing, public beaches, transportation, welfare, justice, hospitals and ambulances, planning and zoning, assessment, etc. should be an area or county responsibility. Some facets of provincial legislation and authority should be expressed through local agencies which represent and understand the local scene.
- 7) Tax money collected for public school purposes from equalized industrial and commercial assessment in Ottawa and the County ought to be put into a common fund and distributed to the area's school boards on a per capita basis. The provincial school administration agency could distribute the funds collected by the local government agencies. This financing approach, if successful, could be applied to secondary schools and other services such as public transportation.
- 8) The Federation generally opposes a consolidation of school units to the extent that students become numbers rather than individuals with specific and varying problems.

- 9) Elderly persons should feel that they remain a part of the community.
- 10) A County Planning Board should be the authority if a regional agency will not function; the City planning agency should not control the county operation.
- 11) Servicing costs should be borne by the areas they benefit.
- 12) The Suburban Roads Commission should be dissolved and most roads should be a local responsibility, financed by means of an adjustment of the present grant system.
- 13) There should be a guide rule for the proper time to set up a full-time fire department rather than a volunteer force.
- 14) The present structure of local and county units is adequate to solve the problems of the area. The provincial authority should define and direct the duties of the two separate units and perhaps suggest where and how coordination should take place.
- 15) There should be a provision to permit townships to use the ward system to elect municipal councils.

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COUNCIL  
THE TOWNSHIP OF GLOUCESTER

BRIEF

The Review is of great significance to Gloucester Township and its future. While the Federal government is the area's largest employer and the National Capital Commission its most significant area agency, a federal district proposal that could lead to loss of local autonomy and neglect of local considerations cannot be supported. Rather, a regularized system of cooperation, such as a Consulting Committee, should meet, discuss and solve the existing problems between the National Capital Commission and local governments.

The township, representing Gloucester ratepayers, cautions against further annexation by Ottawa to the inner greenbelt limits; the 1950 annexation brought no real advantages to either the township or annexed portions.

Rather than impose another level of government, the County system can be extended and enlarged to incorporate certain local functions for the area outside the City of Ottawa, as follows:

- 1) A County Planning Board, with area representation, can set out an overall planning scheme with local boards implementing local aspects of the plan. This more coordinated and economical County authority could utilize Planning Act powers and consult with the Ottawa Planning Board on mutual problems.
- 2) The type of assessment equalization done by the County Assessor does not remedy the problems caused by the different assessment bases within the area. While County Council and the township generally favour County assessment, further consideration should await the Report of the Special Committee of Council on its feasibility.
- 3) The County Health Unit should be continued and services added when necessary. A County hospital system would alleviate the increasing load of City hospitals and encourage medical practitioners

to reside outside the City. A County Hospital would benefit the heavily populated townships of Nepean and Gloucester as well as County areas presently served by Arnprior, Kemptville and Winchester Hospitals.

- 4) Police protection should be a County jurisdiction. The joint Gloucester-Nepean Police Force, dissolved due to municipal difficulties, was less expensive to operate than separate forces; it is assumed this would be true for a county system.
- 5) Fire protection should be conducted with a County Fire Chief and Deputy Fire Chiefs in each municipality. The incorporation of fire protection services existing in all County municipalities and a Mutual Aid agreement with the City could result in an effective area service.
- 6) The present system of education should be retained. Most of the separate schools and all of the public schools have been built since the 1950 annexation. As ratepayers do not favour a larger unit of administration, the new public school system of a Township School Area Board should be allowed to prove itself. Similarly, the present agreement under which the township provides the secondary school plant for the Ottawa Collegiate Institute Board to administer has proven satisfactory and requires no change.
- 7) Transportation for present and future needs could be administered on an area basis by way of agreement.
- 8) The purchase and operation of a regional hydro system might be considered.
- 9) The township's present satisfactory water agreement with the City of Ottawa does not appear to warrant change. Similarly, the township's present sanitary sewer service by agreement with the City of Ottawa is considered adequate for the foreseeable future; the Ottawa system has a built-in capacity for 4,000 acres in the township.
- 10) The 205 mile township road system (37 miles of hardtop asphalt and 20 miles of double surface treatment) coupled with the



excellent suburban and county roads, services the township with a well built road system. It is believed that a mile of township road can be built more cheaply than a mile of City or County road.

The above areas of township and county service are comparable and in some cases better than could be obtained through annexation by the City. Further, the township cannot visualize metropolitan government as a simplifying solution, so favours an expanded County authority and a minimum disruption of the present area municipal structure. Expansion of the more responsible County Council should be considered; it is suggested that it might be given five additional members through adoption of a member-per-vote system. This would raise present representation in Gloucester and Nepean Townships from two to four members each, and produce an overall ratio of one councillor for every 4,000 to 5,000 County citizens.

#### HEARING

Mr. E. Armstrong, Reeve, Mr. T. C. Keenan, Deputy Reeve and Mr. F. Meldrum, Township Clerk made the submission which proposed a strengthening of the County government functions and opposed further annexations by Ottawa, A Federal District Commission or a metropolitan form of government.

The township felt it would have developed and serviced the portions annexed in 1950 much quicker than Ottawa has. It was suggested that Ottawa's debenture debt had increased because of annexation and that further property acquisition would have a similar effect. Ottawa presently proposes to annex 50% to 60% of the township's total assessment and population; this would affect the operating size, efficiency and economy of all services to the remaining township (e.g. fire, police, roads, etc.). The proposed area is the township's most important developing area whereas it might be the

least important area in an expanded city. The township felt that with its resources, it was as capable of providing for the areas in question as anyone else.

Within a strengthened County government, the township would be removed from the Ottawa Planning Area Board and become a planning area under a County planning agency. Mutual concerns between the National Capital Commission, Ottawa and the County would be handled by informal cooperation. Support for a County hospital of sufficient size to provide adequate facilities would be approved; if it was to be small and poorly equipped, the township would rather see cooperation with Ottawa on the provision of a County wing for a City hospital. It was felt that the County has to get behind some hospital and pay for their share of the facilities used.

A County assessment was favoured; the township's present assessments are about 88% of County equalization. A County police force, with cost based on a "benefit" or service formula as opposed to a share of county assessment would save money it was assumed; costs for special benefits would be borne by the benefitting municipality. A County fire service was not expected to cost appreciably more as basic fire services are already being provided; it was assumed that the County would reimburse the townships for their facilities and that payment for services would be on the basis of assessment. It was agreed that public transportation on an area basis might present some problems as previous extensions of Ottawa Transportation Commission service have been on the basis that deficits would be borne by the township and ratepayers involved.

Further opinions expressed were as follows:

- 1) The township contemplates extensive urban development north of Manotick; it will be served by wells, and a sewage disposal plant on the Rideau River has been approved by the Ontario Water Resources Commission initially for 10,000 persons in that area

of Gloucester and Nepean.

- 2) The most immediate township growth will occur within and without the greenbelt near the Ottawa River. It is not anticipated that putting roads, water and sewers through the greenbelt will necessarily increase servicing costs; the National Capital Commission will be giving financial assistance.
- 3) The County seat should remain in the City.
- 4) The township has proven by experience that they can build a better road than Ottawa, at less cost.
- 5) They would approve the inclusion of Cumberland township in the County if their road system was brought up to the County standard by a special grant perhaps, rather than at County expense.
- 6) Township education costs to the rural areas increased substantially with the previous change from school sections to three school areas. The township does not foresee a large increase in costs with the change to a township school area; school transportation costs are rising and may present a future problem, however.
- 7) The township hydro commission will be appointed for a two year period but it was suggested that hydro on the basis of a township area was too small a unit. It was contended that Ontario should be split into hydro regions with the units under Ontario Hydro rather than function under the local government.
- 8) Council membership should be increased to match municipal votes. Although municipal representation at present is disproportionate to population, this has not caused any difficulties for the township.
- 9) A system of direct election to county council was not favoured since it was felt that different township personnel at the municipal and at the county levels would be a disadvantage.

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ORLEANS CHAMBER OF COMMERCE and  
BOARD OF TRUSTEES OF ORLEANS POLICE VILLAGE

BRIEF

The following observations are made on the administration of the National Capital Region and in particular, a 12 square mile area around Orleans divided between Gloucester and Cumberland Townships; the Police Village of Orleans covers one-half square mile in the middle of this area.

The Orleans area was divided by an old Provincial Act which arbitrarily designated the County and township boundaries. Though a satisfactory division for a rural area, urban growth has complicated administrative problems, particularly provision of services and municipal planning. Still, the two township authorities along with the Police Village have provided police and fire protection, educational facilities, road maintenance and limited welfare and recreational facilities. However, the two township planning boards and the Orleans Planning Committee of 3 members function independently, though for a single purpose. One authority, with the combined assessment and taxation of the area, could probably provide cheaper and more efficient, effective and coordinated service than is presently the case.

It is doubtful that the City of Ottawa could absorb this area beyond the greenbelt. Common administration of certain services should be considered however, and the following solution is suggested:

- 1) Carleton County should annex Cumberland Township and be constituted as the Regional Municipal Government for the Review Area.
- 2) The area around Orleans should be incorporated as a town and represented along with similar areas on the regional government.
- 3) Fire, police, road maintenance, building maintenance, education and recreation services should be administered by elected local governments.

- 4) Public works (including construction and repair of roads, bridges, buildings and parks), public utilities (including transportation and hydro), health, welfare and justice should be administered by the regional government.
- 5) Ottawa, Eastview and Rockcliffe Park should be limited to expand to the inner Greenbelt limits, when and if necessary, with Gloucester and Nepean Townships limited to beyond the outer Greenbelt boundary.
- 6) The Greenbelt to be administered by the Regional Government, retaining local administrations for Bell's Corners and Blackburn Hamlet.
- 7) Township governments to have a Reeve and Deputy- Reeve elected at large with elected representatives from each specific urbanized area.
- 8) Local government representation to the Regional Government on the following basis:
  - a) villages, hamlets etc. - 1 (president of Board of Trustees)
  - b) townships, towns to 20,000 - 2 (reeve and one other)
  - c) towns, cities to 50,000 - 3 (mayor and two others)
  - d) cities to 100,000 - 4 (mayor and three others)
  - each additional 50,000 - 1 other representative
- 9) As a legislature, these representatives could appoint members every 2, 3 or 4 years to act as directors and administrators with staff appointed as required.
- 10) The President and Vice-President of the regional council should be nominated by the Provincial government.

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HEARING

The brief was presented by Mr. Fernand Lavallee, as representative of the two organizations. It was stated that while the Police Village of Orleans is within Gloucester Township, the Orleans area of some 12 square miles is divided by the township

boundary between Gloucester and Cumberland.

Opinions expressed during the presentation were as follows:

- 1) This Orleans area is almost co-ordinated as one separate school administrative unit.
- 2) The Orleans Planning Committee is to prepare and submit for council approval an official plan for the Gloucester side of the area.
- 3) There was no suggestion intended in the Brief that Ottawa annex either Eastview or Rockcliffe Park, but merely that they be limited to expanding only out to the Greenbelt.

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JOHN I. BUTLER

BRIEF

Acceptance of the aims or principles set out on page 211 of the Research Findings implies a flexible solution to accommodate change in the review area's make-up and addition of such areas as those in Quebec.

The Research Findings point up the present inequitable provision of services among the review area municipalities and the increasing need for services to pace future population growth expected largely in Ottawa, Nepean and Gloucester. Future employment increases will be proportionally greater than population growth in the City while the opposite is true for Nepean and Gloucester townships. The present imbalance of employment over population between municipalities results in inability to provide equitable services at an equitable tax rate; this situation will deteriorate in the future. Lack of co-ordination between governments in the area has brought uncoordinated planning and development control. Further, there is a large disparity in the population ratios per elected representative in the various municipalities.

It is impossible to reconcile the aims and principles of good government with the problems disclosed by the "Research Findings" within the present administrative structure. Municipal agreement to provide services on an equal basis would be impossible without equitable resources (dependent upon a common assessment base) or at reasonably equitable tax rates throughout the area. It is similarly impossible to coordinate planning and development under the present structure where municipalities need industrial and commercial assessment to improve their financial position. Further, equitable representation could not be achieved.

It is apparent that present municipal boundaries are unrealistic and unrelated to development problems. Annexation by Ottawa of the portions of Gloucester and Nepean within the inner

greenbelt limits would not solve the service problems of the outer municipalities and would complicate the problems of Gloucester and Nepean by removing their largest sources of revenue.

In view of the foregoing, it is submitted that pooling of resources must take place under a form of central government. The establishment of a central government should include the formation of at least six semi-autonomous boroughs or wards to handle local matters and administer the central authority's social services. They should be established on the basis of some common element (e.g. cultural background, development, etc.) with central government representation by population. Each division should be assured of an actual or projected population of around 100,000 (subject to adjustment after detailed study) and a local council with a mayor or reeve and 10 councillors, with the reeve and three senior councillors sitting on the central council.

The central council should also include a provincially appointed Chairman and representatives of the National Capital Commission, Central Mortgage and Housing Corporation and other senior government departments necessary to coordinate senior government activities with those of the central council. Appointed members shall not exceed one third the total council complement.

Area administration would be on a regional and local basis with control over major governmental functions as follows:

- the central council shall finance all services with revenue collected from the area;
- an area Board of Education, consisting of the chairmen of the boards of each borough, shall establish a uniform standard of education for the area, set salaries and hire teachers, control educational facilities including special facilities, buy materials and establish a budget for all area educational needs;

- Local Boards of Education will administer local facilities, determine local requirements and prepare local budgets for submission to the central Board;
- a central Health and Welfare Board would derive funds equally from each borough and be responsible for area health and welfare such as Old Peoples Homes etc. Local borough centres should be formed to accommodate clinics, guidance services and dealing with local welfare cases, etc. Provision of public housing would be the responsibility of the central board, with local board administration.
- a Central Planning Board should prepare an area Official Plan including land use, major roads and development policy. Zoning by-laws, development control by-laws and area-wide transportation would be under this Board. Local borough boards could process subdivision plans, determine population densities, locate community facilities, etc. within the broad requirements of the central government's official plans. Committees of Adjustment should be formed at the local level.
- a regional Public Utilities Commission would control sewage treatment facilities, main collector sewer extensions, construction and operation of water purification facilities, reservoirs, major pumping facilities, large distribution mains and the provision of regional hydro-electric power possibly with zone rates. Sanitation services including garbage collection and street cleaning would be on a local basis with disposal facilities provided by the Public Utilities Commission.
- local Boards would look after community parks, playgrounds and programs; major parks, sports arenas, beaches, etc. and co-ordinating sports functions would be under regional control.
- a central Library Board would levy an area rate and procure and circulate books through local library boards;
- routine police duties could be done on a borough precinct basis with specialized police functions specialized;

- a central fire station would handle and coordinate calls, and provide specialized fire fighting services. Borough stations would serve local needs.
- justice administration is a regional problem and should be continued on a basis similar to the present county system.

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HEARING

Mr. Butler, who is Chairman of the Gloucester Planning Board, made the submission in his capacity as a private citizen. It was stated that the Brief's objective was to propose a flexible plan, a practical division of labour and specialization and a municipal structure to which additional municipalities, like the adjoining Quebec communities, could be added in the future.

There appeared to be no way of providing this under the present municipal structure as it offered no logical means of pooling the area's financial resources. Even an extension of the County function was inadequate as a long range solution as it mistakenly overlooks the influence of Ottawa on the dormitory communities of the County. Further, it was felt that Ottawa's wealth would increase more rapidly than its population, thus making it more financially able to provide future services than the remaining area. A strong City and a strong County coordinated by a formal or informal administrative bridge would solve nothing but would only continue a system of competitive units on a larger scale than at present. The problem is a regional one which cannot be solved from a local and insular approach. The annexation of urban sections of Gloucester and Nepean Townships would place Ottawa in a more dominant position than it holds today; a better solution would be to reduce the City's size. Equitable representation was felt to be a municipal structural problem rather than one of administrative practise.

The recommendation was made for the formation of a central government agency to encompass the entire review area, with pie-shaped boroughs forming the local or second administrative level. The defining of borough boundaries, irrespective of present municipal boundaries, would require detailed study with the number of boroughs dependent on the study and its results.

The central authority would be the sole taxing authority and the high-level policy making unit responsible for financing, providing area services, collecting provincial grants for education, decisions on the need for and type and location of specialized educational facilities (such as trade, vocational and technological schools), cooperation with the area's transportation authority on coordinating area service, approval of local borough budgets, distribution of funds to ensure equitable borough services, mediation with provincial authorities, and other area matters. Most functions would be handled by boards (school, health and welfare, planning, parks, recreation and community services boards) as committees of the central council composed of members of council and others appointed by them; their functions would be financed generally by the whole area. A Public Utilities Commission would also be appointed by Council; provision of local water and sewer pipes would be paid on a local improvement basis by those benefitting while trunk mains would be paid on an area basis. An urban services district might serve this purpose as well as hydro. The central government would also be responsible for such things as a library levy throughout the area, the procurement of books, etc. but would make no attempt to control borough government expenditures beyond budget approval.

It was felt that the borough administrative units should be given as much responsibility over local, specialized matters as was justifiable within the limits of the central authority's control.

Further opinions expressed were as follows:

- 1) The suggested "senior" councillors would be those getting the

most electoral votes.

- 2) No consideration had been given to the formation of a ward system within the boroughs.
- 3) The suggested central government would be similar to the present county form in that it would be a delegated government from the local units rather than a separately elected government. Council would also consist of representatives from the senior governments (e.g. Federal Public Works, National Capital Commission, Ontario Departments of Education and Highways, Central Mortgage and Housing Corporation, etc.) to provide a framework for greater coordination; they should be appointed by the agencies or the government they represent and have voting rights on council.
- 4) There was no objection to area Members of Parliament and area Members of the Legislative Assembly sitting on the central council.
- 5) It was felt that the National Capital Commission should remain a separate agency to carry out its special role but that if there was conflict or if it was found that it could function better within the central government framework, it should be absorbed.
- 6) It was agreed that extensive legislative amendments would be required to accomplish the recommended municipal structure, but the results would be worth it.

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NEPEAN TOWNSHIP PUBLIC SCHOOL BOARD

BRIEF

The township's public school system consisted of many rural school boards until the 1950's when the population shift from City to suburban areas demanded new and modern school construction and occasioned clashes of opinion between urban and rural elements over the provision of "frills" such as kindergartens, etc. From 1955 on, the township became increasingly urbanized with a small rural element on the fringes. Two township school area boards encompassing City View, Meadowlands, Parkwood Hills and Crestview were formed in 1959 and bore the brunt of the population explosion.

Though primarily concerned with providing classroom space, Board consideration was given to kindergartens and other attributes of the modern public school system. New classroom space required more teachers and township teachers' salaries were increased to compete with those offered by Ottawa; fringe benefits were offered by some boards while others offered salary schedules exceeding those in Ottawa. At this time, however, Ottawa salaries averaged higher due to the youth of the Nepean teaching staff.

From 1955 on, the heavy demand for classroom space forced some boards to rent additional space; the rising school debt reflected the township's population growth. Unequal commercial development and the lack of zoning spread the cost of education unevenly across the township leading to demands for amalgamation. The rural fringe, unable to supply modern education facilities, closed their small schools and purchased education from the bigger rural or township area boards.

There was and is divided opinion on the merits of amalgamation. The decision for amalgamation was made by the township council in 1964 however, and subsequently the provincial authorities acted, making it province wide.

Bigness itself is not necessarily a virtue. The higher standard of education will be accompanied by increased administrative costs offsetting any increase in provincial grants, increased permanent staff, and the inherent costs of a municipal inspectorate.

Public School education in Nepean compares favourably with that of the Ottawa Public Schools. The teaching staff is maturing and financial improvements are seen yearly. The township's first intermediate school is underway and extensions to the existing psychology service and remedial program for slow learners are planned. A program for gifted children will be developed. The two remaining two-room schools will shortly cease to exist.

The five-trustee school board might stand expansion as developing the new system is an immense task. This will be less burdensome as an enlarged administrative staff becomes familiar with its job.

With amalgamation achieved, time is now direly needed to consolidate and reorganize the system to meet modern standards. There is no need for further change in the present structure for some time to come.

#### HEARING

Presenting the Brief were Mr. F. E. Arlett, Chairman, Mrs. J. Harris and Messrs. C. D. Arthur, Norman Cooksey and Ian Kirkconnell, members of Board which incidentally represents the largest township school area in Ontario.

The operation in a township of separate school boards, an elected public school board and an appointed high school board, creates difficulties, particularly in estimating the township's future capital expenditures for schools. It was felt that these

estimates might be easier for a Board of Education, the formation of which is considered to be inevitable. School estimates are presently prepared by the Provincial inspectors due to a shortage of administrative staff. With school attendance now over the maximum 3,000, the Board must now hire its own inspector who will assume the Provincial inspector's duties along with some of the Board's administrative functions.

The township's requests for capital borrowing on the quota system have frequently been refused by the Ontario Municipal Board and this could curtail the Board's provision of school facilities in the future. The present use of portable classrooms is due to the rapid population growth primarily. The use of the Board's legislative powers to secure funds depends on township council's rate of approval for subdivision plans and the degree of commercial and industrial assessment growth. Co-ordination and liaison between Council and the Board on new development is anticipated.

The Board is planning to expand school auxiliary services, kindergartens and auxiliary classes, and to introduce industrial arts, home economics and intermediate or senior schools to the township system. It was felt that the Ottawa and Nepean public elementary standards were similar.

The Board suggested that a large administrative unit, such as an extended Ottawa Public School Board, would be expensive to operate, would remove trustees further from the public and make it hard for them to have a comprehensive knowledge of the system. Such an extension would leave the portion of the township beyond the greenbelt without any public schools for present use or future development. Further, such a unit would be forced to become highly dependent on professional advisory staff. Opinion also opposed the establishment of a municipal arrangement which would pull the area in different directions from Ottawa, its common focal point and environment. It was

stated that the Board had no serious financial difficulties at present but that an appreciable demand for municipal services might result in a decrease in Board resources.

Increased industrial assessment in City View, Crystal Bay and Merivale has recently helped to adjust the previous assessment imbalance. Last year, area school mill rates ranged from 13 to 38 mills. While not struck yet, this year's rate could increase substantially for ratepayers in the rural areas of the township, all of whose children are now using township schools inside the greenbelt limits. Because of the expected increase, the new tax rate may prove to be more of an economic burden to the farmer than to the suburbanite. The grant structure which used to be a year behind the actual school operation is increasing and beginning to approach school operation costs, thereby stabilizing the financial aspect.

Other opinions expressed were as follows:

- 1) School trustees were apt to be more responsive in citizen contacts if they were elected rather than appointed.
- 2) The Board's discretionary powers are wide in provision of facilities, and staff; it functions independently with only minor provincial restrictions.
- 3) The Board experiences no difficulty in the competitive struggle with Ottawa for teachers; they have some schools which offer more benefits than the Ottawa schools.
- 4) Additional council members would be useful, to divide the duties; the concept of a five person council is outmoded and rural in approach.

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MERIVALE GARDENS HOME OWNERS ASSOCIATION

BRIEF

It has been suggested that since Ottawa will have to supply services to the built-up areas of Gloucester and Nepean, it should annex them; it is argued that such a move might cure or alleviate certain Ottawa problems.

The inadequate streets, services and high property taxes in Ottawa emanate from inadequate grants-in-lieu of taxes on Federal property in the past (and present). Ottawa's major road and bridge projects have required substantial assistance from senior governments. Isolated from major centres and competing municipalities and with stability of employment, Ottawa's growth has been maintained without stimulation and the surrounding areas annexed as urbanized.

Nepean Township is a popular choice, and this freedom of choice should be maintained. Annexation merely forces urban growth to different areas and will not alleviate any of Ottawa's problems. Instead of seeking financial relief through annexation, Ottawa should seek a one-shot Federal payment to rectify past inequities.

A Federal District would give the area's largest employer substantial control over the area's residents, and disenfranchise them; it should be opposed strenuously by the Province.

While the City receives taxes and grants on places of employment, Nepean is primarily a dormitory area which faces sharply increasing school costs. Since the present mobility of school graduates removes many from working locally, it is suggested that the Province should bear a larger proportion of education costs, utilizing revenue from provincial sales and income taxes.

The greenbelt will only divide suburban areas and increase

the cost of services required to cross it. Population projections indicate of 10% annually beyond the greenbelt to 167,000 by 1986; this will impose substantial servicing problems on Nepean and four other townships and indicates the need for some regional authority. Superhighways built at public expense, or inter-urban public transit subsidized at public expense, are two ways of meeting the future need for high speed transportation from such areas as Manotick, Orleans and Hazeldean to Ottawa.

The number of township councillors and staff should be increased to permit specialization and adequate council committees, and a ward system should be considered if council is enlarged.

A regional government should be formed for the review area possibly enlarged to include Russell Township or perhaps Russell County. The regional Council should be a modification of the present County Council, elected by residents of the enlarged region, but its control should not be vested in the City of Ottawa; the separation of cities from counties should be respected. This new authority should have control over such area matters as water purification and sewage disposal plants, water and air pollution, inter-municipal roads, hospitals, health, welfare, zoning by-law integration, regional parks and justice administration. Local governments would retain control over schools, police, fire, local roads, garbage collection, water distribution (metering and billing), libraries and local parks, recreation and arenas.

Intermunicipal cooperation in implementing regional government plans would be forced (if necessary) by local offices of the Ontario Water Resources Commission, Ontario Hospital Services Commission, Ontario Municipal Board and Ontario Department of Highways, etc. Cooperative services, such as township water supply from the Ottawa system at higher "non-resident rates", should be encouraged by the regional government, as should Suburban Roads Commission

schemes. It is recognized, however, that enforcement from above may be needed.

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HEARING

The Brief was presented by Mr. E. E. Williams, Chairman and Mr. A. Hendry, Past Chairman of the Association, representing about 140 owners of the Merivale Gardens subdivision located within the Greenbelt. The Greenbelt which has been reforested on two sides of the development has and will limit the growth of the community. Proposed plans of subdivision at the time of expropriation would have doubled the community's size.

The general suburban and rural opinion is that Ottawa, through inadequate revenue, particularly Federal grants-in-lieu of taxes, needs to improve its tax position. Through annexation of suburban commercial-industrial assessment, Ottawa believes it could finance improvements in roads, services, etc.

It was felt that municipalities adjoining Ottawa should be left as separate corporate entities to provide a comparative standard and prevent mediocrity in such matters as municipal services.

Nepean Township and Merivale Gardens were suggested to be more attractive to prospective residents than other areas because of the lower tax rate, larger lots and proximity to both urban and rural areas. While the township does not contribute to the capital cost of Ottawa hospitals, it carries its share of remaining responsibilities.

The increasing urban growth both in and outside the Greenbelt points up the need for a regional government which could fit in with a system of regional authorities throughout Ontario such as a Cornwall, Glengarry and Prescott region. The Ottawa

region, including Cumberland and Russell Townships, would consist of a separate Ottawa authority and a modified county authority. This would preclude Ottawa's control over a regional government, although it was agreed that breaking up the City might provide a better balance of power. It was suggested that the modified regional council be elected and that the government be strong enough to support their arguments before the provincial agencies of influence in the area.

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CORPORATION  
THE CITY OF OTTAWA

BRIEF (1)

The purpose of local government is to determine the services which residents of the community wish to have supplied on a co-operative basis, to provide these services efficiently and to distribute the cost on a basis of equity. The decision to develop the Green Belt was of profound significance for the future forms of local government. The Green Belt and the Ottawa River now circumscribe a highly urbanized community of which all elements are so interdependent that realistically one must accept the fact that this is one City, a social and economic unity. The fact that there are within this compact area two cities, a village and the urbanized areas of two townships has greatly complicated the whole process of providing services in an adequate manner.

When the expenditures for various services on a per capita basis are examined there is wide divergence as between the municipalities which leads one to the conclusion that each of the governments is providing services of a different standard or in some instances municipalities are so dependent on services provided by the City of Ottawa to which they do not contribute that they are in fact being subsidized by Ottawa taxpayers.

As an example of the divergence of the level of service, Eastview has the most severe problem of providing welfare services. The cost of these services on a per capita basis is higher than the cost of services provided by the City of Ottawa although in fact provision is made to a lower standard and the City of Eastview does not participate as fully in the permissive welfare programmes as

(1) The summary of this Brief was prepared by the City of Ottawa, not the Review staff.

does the City of Ottawa. Other municipalities, as for example Nepean and Rockcliffe, because they have no welfare problems immediately under their jurisdiction, would seem to be in a position to escape their responsibility in contributing to the cost of welfare services at the municipal level. The wide variation of the per capita cost of providing health services indicates again that these services are not provided at an equal level in the various municipalities within the area.

In matters of the provision of active recreation parks and programmes, Ottawa bears the lion's share of the cost although these facilities are used by citizens of all communities.

It is indicated that all of the municipalities are dependent for reserve fire protection on the City of Ottawa and with the exception of Rockcliffe the existing formulas for sharing the cost of such service are completely unrealistic.

Undoubtedly all communities benefit by the Ottawa Police Department and certainly Ottawa carries the major costs in the administration of justice including the support of the County Court and the County Gaol, although in the case of the latter it has no administrative control over expenditures.

The Gore and Storrie Reports of 1949 recommended the development of a water system and a sewerage system that would serve the whole area within the inner limits of the Green Belt and while there is some possibility of extending these two systems slightly beyond this area in certain cases, nevertheless the whole water distribution system and the sewerage system has been or is in the process of being developed to serve the area within the inner limits of the Green Belt. In these two important services all communities are virtually completely dependent on facilities which belong to the City of Ottawa.

Ottawa in the past has made substantial financial contribution

to the support of the Suburban Roads Commission. With the development of the suburban communities and especially in the light of the dominance of Ottawa in the provision of employment opportunities, Ottawa has been forced to provide major arteries to bring traffic into the City for work in the morning and to return them to their homes. In the future the City will be faced with even greater expenditures to cope with the increased traffic which is anticipated. It is the view of the City of Ottawa that the peripheral communities will have to make more substantial contribution to the development and maintenance of these arteries and in the case of major throughways the capital costs will have to be borne entirely by the Provincial authority or where appropriate the Provincial and Federal authorities.

The City of Ottawa has provided two of the major hospital facilities which serve the whole area and while there is some agreement that in the future capital costs of hospitals should receive contributions from other municipalities, nevertheless at the present time the financing of these hospitals remains a direct responsibility of the City of Ottawa.

The City, therefore, has reached the conclusion that the present political divisions of communities within the Green Belt results in undesirable divergencies in level of service and gross inequalities in the distribution of the cost of these services, the latter almost entirely to the disadvantage of taxpayers of the City of Ottawa. The City, therefore, recommends the integration of all municipalities within the Green Belt.

It is recognized that with the development of the area outside the Green Belt and especially with the development of urban centres, problems will be created which will have serious implications for the City of Ottawa and indeed for the development of the wider community which in the future is going to still be dependent on the City of Ottawa especially for employment and the social amenities associated with City life. We, therefore, feel that a planning

authority should be created which would develop on a co-operative basis as between all municipalities of the area plans for those services which are of regional or interurban significance. We feel that the area of this planning should be the County of Carleton extended eastward to include Rockland. This authority should include not only representatives of the municipalities but also representatives of the National Capital Commission and most certainly the Mayors of the City of Ottawa and the City of Hull should have representation on the National Capital Commission itself. We feel that to this authority should be delegated substantial powers by the municipalities and that representation on the authority should be at a senior level so that any decisions arrived at by the authority would be assured of implementation by all of the communities and municipalities. The authority should also be given sufficient funds to discharge its responsibility and hire technical staff to carry out the research necessary to the decisions which will have to be made.

The City of Ottawa subscribes of regional government and would feel that for this area this should be based on the co-operation of a strong and enlarged City of Ottawa working with a strengthened County Government.

Any decision by the City of Ottawa both with regard to political integration within the Green Belt and the development of a concept of regional government would require intensive investigation of the financial implications including the cost of raising standards both of service and facilities to the level now prevailing within the City of Ottawa, of consolidation of municipal debt, of any changes that would result in the level of Provincial or other grants and the whole financial implications of integration especially with regard to any increase to existing tax rates.

The following is a summary of the main conclusions and recommendations which the City of Ottawa wishes to put before the Commissioner:

1. The area within the inner limits of the Green Belt is a rather clearly defined area, compact in extent and with a potential population by 1986 of something in the order of 600,000. Based on considerations of organization and administration, it seems quite clear that it is entirely feasible for this area and its population to be provided with services by one Council. In addition it is the view of the City of Ottawa that to continue the present political divisions much longer can only end in a deterioration of the level of service.
2. At the present time there are serious and even disturbing differences in level of service as between the municipalities within the Green Belt. For example we have pointed out the differences in the level of fire and police protection and the differences in welfare and health services. If one accepts the premise that this is in fact a total community and despite its political divisions an economic and social unity, then there can be no justification for continuing these discrepancies of level of service and indeed unless there is political integration, the discrepancies are likely to widen.
3. In addition to the difference of level of service, the financial positions and the ability of the communities to raise the necessary funds through taxation is at the present time very unequal and there cannot be an equalization of service until such time as the taxing potential of the community is dealt with on a basis of a single municipality having throughout the area equal tax rates, equal assessment and providing equal services to all members of the community. The difference in level of service, though fundamentally due to inequality of taxing potential may also to some degree be attributed to the problem experienced by township councils of reconciling the conflicting needs and requirements of urban and rural populations.
4. Lynwood Village and the Blackburn Hamlet development within the Green Belt, probably can be serviced by the City of Ottawa in the matter of sewers and water supply as well as in the areas

of welfare, health, recreation, roads and so forth. Any consolidation into a political unity should include these two areas.

5. The remaining areas of the Green Belt which are to continue to be reserved for public use or for specialized institutional or limited industrial or residential use are to be relatively self-contained as to services and lacking detail as to these developments the City of Ottawa would not feel that it was desirable to make a commitment that it could in fact make any provision of services to these areas.
6. It is not suggested that annexation or other form of unification will necessarily result in lower unit costs of the provision of basic services and indeed there is some indication that if the services in other municipalities are to be raised to the level of Ottawa services, there may be additional expenditures required and therefore any additional assessment accruing to Ottawa as a result of integration and the revenue therefrom would have to be immediately distributed.
7. If the communities within the inner limits of the Green Belt themselves are interrelated, one to the other, then any greater Ottawa formed by combining these communities would have to be related to communities beyond the Green Belt especially in matters of planning and the development of services such as roads, bridges and transportation facilities, hospitals and the other services which have an interurban or regional significance.
8. The desired unification within the Green Belt should not be achieved by a metropolitan form of government which would continue the existing councils and add to this a further layer of government in the form of an overall authority. In view of the geographic limitations and the relatively small population of 600,000 at maximum, such a proliferation of government could hardly be justified and would certainly not ensure the more equitable ratio between councillors and citizens that the

Research Findings suggest to be necessary and desirable.

9. Ottawa envisages the area within the Green Belt as being governed by a single council based on the present council of the City of Ottawa and extended in size only to the degree that would be necessary to provide adequate representation to the communities being absorbed into Ottawa. It should be clearly kept in mind in developing any future concept of a council to govern this area that there is no evidence that the quality of government is improved by the quantity of elected representatives indeed historically speaking it seems likely that as the affairs of a municipality become more complex the number of elected representatives tends to become smaller. In 1865 citizens of Ottawa were represented in council on the ratio of one councillor for every 1,000 of population. In 1965, with more complex problems to be dealt with the ratio is one to 11,100. There is at least a suggestion that the size of council is more appropriately related to the scope of services than to population.

10. Before any final decision by the City of Ottawa may be reached with regard to political integration of all municipalities within the inner limits of the Green Belt an intensive investigation of all of the financial implications of consolidation including the effect this might have on various Provincial or other grants and the implications of integrating debt responsibility should be made. Also there should be a clear definition of additional responsibility and expenditure, if any, inherent in any programme of equalizing services and improving the physical facilities and the impact that this might have on existing rates of taxation.

11. There must be recognition of the impossibility of municipalities contributing to the cost of building freeways and limited access highways and still being able to provide all other services from normal sources of tax revenue. Such throughways must be a provincial responsibility, with costs shared by the Federal

government when appropriate. The cost of these undertakings can no longer be supported by taxes on real property.

12. It is the view of the City of Ottawa that any regional government which may be developed for the future for the total area must be based on two principal elements, a strong City of Ottawa and a strengthened County government. It is evident that some solution must be found to ensure that the legitimate requirements of the City of Ottawa would be recognized both in respect to its municipal responsibility and as a National Capital and so that there would be opportunities for the urban areas in the county to develop in a manner complementary to the basic urban element of the region, namely the City of Ottawa.

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HEARING

Mayor Don B. Reid and Controllers, Kenneth H. Fogarty, Ernie Jones, Ellen D. Webber, and Dr. Murray A. Heit were present to make the submission. Members of City Council and Civic Department Heads were also present at the hearing.

The hearing commenced with Mayor Reid reading the above summary of the Brief which had been prepared by the City.

In discussion of the relationship of local government to the Federal government and the National Capital Commission, it was stressed that better means of relating the two levels are needed, but that placing Federal appointees directly on the City council or County council would not be desirable because it would be a step towards a "Federal District" type of control. Rather, such Federal representation should be on the coordinating unit established to link together for planning purposes the strong City and strong County - and perhaps the Province might be represented on this coordinating unit too. In addition, the Cities of Ottawa and

Hull and the strengthened County of Carleton ought to be represented on the National Capital Commission, although it was recognized that this alone, would not provide adequate Federal-local liaison.

The discussion then turned to the question of the composition and powers of the coordinating unit. As proposed in the Brief, an overall planning authority would coordinate plans for those services which are of regional or interurban significance, and would be delegated substantial powers by the municipalities, which would be represented on it at a senior level. It would also be given sufficient funds and technical staff. Much of the subsequent discussion attempted to go considerably beyond this statement in the Brief however, and it was emphasized that personal opinions of the various members of Board of Control were henceforth being expressed on the coordinating unit, and not an agreed-to position of the Board as a whole.

The range of opinions was broad; the following alternatives were suggested:

- 1) A regional planning board as the single coordinating unit, either with advisory powers to the local councils and planning boards, or with greater powers to compel local conformity to board decisions on area-wide matters. The composition of the board to include elective officials appointed by the City and the County and probably some citizen members with City and County technical staff either on the board or serving on a technical advisory committee. The chairman would be appointed by the Province and the National Capital Commission or the Federal government itself should also be represented.
- 2) A regional council, either in addition to or instead of the regional planning board. If the former, then the regional planning board would be advisory to the council; if the latter, a technical advisory committee of staff officials (from local

staffs, or the regional staff-if there is one) would probably be required to advise council.

3) If there is to be a regional council, three alternative roles were suggested for it:

- (a) A forum for discussion of area problems, but without any powers of its own, or any staff;
- (b) A body for arbitration of any area-wide problems on which the City and County could not voluntarily agree, with power to enforce its decisions;
- (c) A council with sole power to make and enforce decisions in all matters of area-wide concern, either with its own staff, or the ability to call on local staffs as needed. The question of who would decide if disagreement arose over matters which are of area-wide impact was not resolved.

4) The composition of a regional council would perhaps be affected by whichever of the above roles it was given, but there was general agreement that it should contain elective officials from the City and the County (i.e. City controllers and County councillors) and Federal and Provincial appointees. While there was also general agreement that the City and County representation could not be according to their respective populations, the alternative possibilities of giving the City either more or the same number of representatives as the County were mentioned; it was hinted that equal representation might perhaps be more readily acceptable to the City under alternatives 3(a) or 3(b) above than under 3(c).

The discussion then turned to the proposal to enlarge the City to the inner limit of the greenbelt, including Blackburn Hamlet and Bell's Corners. It was stressed that the proviso in the Brief requiring that a thorough study show such enlargement to be advantageous (or at least without substantial disadvantage) means advantageous to both the City and the annexed area. The Mayor also

stated his personal view that only if a majority of those in the annexation area approve, should the enlargement proceed. It was noted also, with regard to the proposed "inner greenbelt" boundary, that this might be subsequently moved to the outer limit of the greenbelt if a thorough study of the implications showed this to be advantageous.

Concerning roads, it was suggested that the City's share of the cost of the Suburban Roads Commission should be taken over by the Province, along with the major road responsibilities mentioned in the Brief.

If the area within the greenbelt were integrated as proposed, it was noted that this would eliminate Eastview and Rockcliffe Park as separate municipalities; it was stressed, however, that this would not remove their social or cultural identities, which could be recognized by ward status and served by decentralized civic administrative staffs adapted to meeting their particular local needs.

It was suggested that such integration would benefit many of the annexed areas by providing them with higher-standard city services, and would benefit the city by extending its borrowing power, which has been stretched to the limit in providing basic capital plant, much of which already serves the area as a whole.

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COUNCIL  
THE TOWNSHIP OF MARLBOROUGH

BRIEF

The local needs of this rural township are well provided for, administered and financed by the present local government. Reasonably good township roads complement 30 miles of County and suburban roads. Good primary and secondary school education is provided under the Marlborough Township School Area and South Carleton District High School Boards. The Carleton County Health Unit and Home for the Aged provide adequate health services and care for the aged. Township indebtedness is limited to its share of secondary school and County debentures. Rideau Provincial Park, Rideau Industrial Farm and the Provincial County Forest represent government projects in the township.

Between 15% and 20% of the Rideau River frontage is developed. When fully developed in the near future, the present township government will be most suitable for the residents.

The township submits that the present form of township and county government can best serve the township and should be retained.

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HEARING

Reeve J. C. Donnelly and Messrs. Ernest Seabrook, Arnold Davidson and Lloyd Clark, members of Council presented the submission.

It was stated that the township's share of South Carleton High School indebtedness had dropped from 10% to 8% and that it was responsible for a proportion of County debentures on the Home for the Aged, roads and court house. Only 1% (\$11,000.) of the County levy is borne by Marlborough.

It was felt that the Suburban Roads Commission should be continued; financial aid from Ottawa for this purpose is justified

because County residents spend 60% of their money in the City, and City dwellers make extensive use of suburban roads to get to their cottages along the Rideau River front.

There was a possibility that the five existing schools might be further consolidated by the township's school area board formed 7 years ago, though a need was expressed for some one room schools. While students and parents have adjusted to the long bus ride to South Carleton High School, such distances were not recommended for primary students. Education costs represent 60% of the township's current budget.

Provincial road grants increased from 50% to 75% in January, 1964, and should remain on a sliding scale relating to road mileage and assessment.

There was preference expressed for larger Homes for the Aged like Carleton Lodge rather than smaller facilities which others have suggested. There is also satisfaction with the present County Health services to schools and the aged; inspection by the County Health Unit of water, sewerage and schools is a new undertaking in the township.

The township would like to see grants-in-lieu paid on three government projects located there and immediate development of optioned river front land to residential subdivisions or cottage use; this would improve the township's tax position. There were no problems anticipated in providing services to such development and with an anticipated subdivision control by-law, an existing building by-law and reasonably assessed lots, the township feels it would prove an asset.

A county planning unit was supported although the expression

of County needs through an Official Plan might not be identical to the township's; a flexible plan would be favoured. Planning integration by arbitration between City and County Boards was suggested.

The township did not favour any change in the present township-county form of government and representation and no amalgamation of townships has been considered.

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HOWARD L. PERKINS

BRIEF

Wide experience in local government service and first hand observations of local administration in Europe arouse concern for the Ottawa area's administration and economic development.

The Federal government through the National Capital Commission and the municipalities in the review area govern it with varying powers. This creates confusion. A regional government should be established for this geographic and economic area. Council members should be elected from each municipality for two years at least, with an appointed member from each of the Provincial and Federal governments. Council would elect a Chairman from its members and appoint committees to administer the area, the main ones being finance, education, planning, roads, health and welfare. Council could add citizens to these committees chosen from the area at large, having regard to population and qualifications. Committees would be guided by Council policy but administration would be carried out by trained personnel. Sidewalks, police and fire protection, garbage collection and other purely local matters, would be handled by local boards in villages and police villages revamped for the task; the regional government would handle such matters in the rural areas.

A central assessment department of the regional government would have modern computing equipment and trained personnel to equalize area assessments and prepare tax bills. Local boards would inform the central office of their financial needs and tax demands would be prepared there but collected by the local boards.

A regional planning board would first prepare an area official plan to prevent further development problems. Programs should be undertaken to provide reasonably priced housing in satellite communities, educate the people to the advantages of good planning and

update and enforce municipal building by-laws; local boards of public spirited people could assist in this work.

Conservation of natural resources would be the responsibility of a Planning Board sub-committee. There are 34,000 acres in Carleton County suitable only for forest and recreational purposes and this land should be so designated in the official plan and protected against encroachment by substandard housing. A County Forest of 640 acres in Marlborough Township is a step in the right direction.

All review area municipalities have fire departments or agreements for fire protection. All fire departments should be co-ordinated and uniform bylaws should control fire hazards and regulate fire setting.

One overall road authority, provincially assisted, would speed up construction of needed arterial roads and do away with present duplication and lack of co-ordinated planning, particularly in the rural areas. Similarly, one overall transportation system, Federally assisted, could provide quick commuter service; the curtailment of on-street parking in commercial areas would facilitate traffic.

All children must receive a high standard of education, yet lack of revenue in some areas prevents this. The newly formed township area boards should progress towards a regional authority, with administration by local boards and financing on an area wide equalized assessment. The responsibility for recreational facilities, including community use of school auditoriums, would rest with a sub-committee of this regional education department.

The lack of rural hospital facilities and Ottawa hospital restrictions on non-resident doctors fostered pressure for a County hospital and participation by Marlborough, North Gower and part of Osgoode Townships in a district hospital at Kemptville. The regional

government should immediately erect a hospital in the outer suburban area, to be administered by an independent board and financed by the current welfare levy. The newly formed County Health Unit could continue on a broader scale while motel type housing for senior citizens should be provided to supplement the Homes for the Aged.

The Province should provide all necessary penal institutions and assume the costs of justice administration presently borne by the City and County.

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#### HEARING

The submission was made by Mr. Perkins, a private citizen and a former Reeve of North Gower Township, who stated that many of his recommendations were based on observations made while on a European tour with other Canadian municipal officials.

He felt that a regional government should include the City and rural areas alike, and perhaps extend into Quebec. It was noted that much of the Federal government labour force was resident in the rural County where demands for services, schools, etc. exceeded the townships' ability to pay. Allocation of the differing urban and rural costs was not seen as a problem; service costs should be borne by those receiving benefits.

The existing conditions now require a good planning authority and elected representation to the regional authority; the Board composition and form had not been considered. Local police would be co-ordinated under a regional police agency and with the provincial police force.

Motel type accommodation for the elderly is operating in England, located close to shopping facilities and this type of facility should be considered here; Carleton Lodge and other such homes should be used for chronic cases. Each hospital should have an independent Board of Directors composed of qualified people from the area; a regional group in liaison with the provincial government would be effective in coordinating hospital planning.

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CORPORATION  
THE CITY OF EASTVIEW

BRIEF

Known as Cummings Island in 1830, Janesville in 1876, and Eastview in 1909, the mile square area grew slowly until 1949. The ensuing economic and physical development was accompanied by a political immaturity. A Department of Municipal Affairs inquiry into increasing municipal deficits showed maladministration. Since the 1960 election, provision of municipal services, police and fire departments have improved and master and reurbanization plans are being prepared.

There are three groups of Eastview residents; the largest group, 68% of the population, are of French origin and almost unanimous for retaining local autonomy. The second largest group of transient people (apartment dwellers) are indifferent to the City's future while the remaining group of English speaking residents have some feeling for the City.

The French element seem prepared to accept somewhat inferior services to Ottawa's at comparable rates. They want to retain Eastview's French character. More than the Bilingual and Bicultural Commission, they fear Ottawa where top positions are not felt to be proportionally held by French Canadians. Bilingual council meetings, street signs, and municipal correspondence as well as mutual respect for Canada's two official languages would not be found under annexation, amalgamation or a metropolitan government.

Progress since the public inquiry has resulted in a 1964 deficit of \$6,000., down from \$71,000. in 1963, a debt ratio of 5.9% and a per capita debt of \$68. compared to Ottawa's 21.2% and \$438. respectively and an average family income of \$1,000. less than that in Ottawa. The progress of the last four years is expected to continue at a more rapid rate. It is hoped that with a master plan and a reurbanization study to provide a sense of proportion

and direction, a favourable financial position, an efficient administration and mature legislative body, Eastview will attract private enterprise and Federal buildings and improve its economic and social position.

However, co-ordination of municipal projects is lacking due to the Ontario Municipal Board's failure to accept or reject projects in conjunction with those planned by neighbouring municipalities. An inspection team should be formed by the Board to advise local government on co-ordination of municipal projects.

Regional government presupposes better and broader services to the taxpayer, one of which is administering to their needs while protecting their basic rights and heritages. If this study of regional government is to provide a better administrative answer, the Commission should await the findings of the Commission on Bilingualism and Biculturalism. Failure to utilize these findings would be to overlook an analysis of past shortcomings and utilize the recommendations to enable the Federal Government to better serve its people; it would be an outright disregard for the help and concern being offered to the people of this area and the rest of Canada.

The majority of Eastview residents want to retain their present autonomy, so long as it operates effectively. This brief represents the opinions of Eastview's organizations, clergy, municipal department heads and councillors.

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#### HEARING

Mayor Gerard Grandmaître and Messrs. Roger Barrette, Adolphe Mayer, Roger Crête, Armand Montpetit and Wilfred Champagne, members of Council, presented the bilingual brief while representations of many City departments completed the delegation.

It was assumed that the Royal Commission on Bilingualism

and Biculturalism could perhaps recommend that Eastview remain a separate corporate structure because of its bilingual and cultural identity; a brief will be submitted by the City of Eastview to that Commission supporting this view. While it was feared that outside Eastview's boundaries there is a lack of mutual respect for both languages and that municipal hiring practises are more favourable to English speaking people, it was agreed that some Ottawa areas have retained a bilingual, cultural identity without separate municipal identity.

It was pointed out that community organizations like the Legion of Mary and the St. Vincent de Paul Society augment and work closely with municipal welfare services in Eastview; it is feared that this would be less effective if Eastview lost its independent status.

Annexation may be wanted by Ottawa to increase its assessment and hence its borrowing power, but experience since the 1950 annexation proves that annexation does not solve economic problems. If Eastview were annexed, it is feared it would be forgotten for 15 to 20 years. As an independent City, its present debt of \$3 million is only 10% of assessment, well below the permissible ratio of 25%. This leaves adequate borrowing power for anticipated needs.

It is expected that proper planning and urban renewal will make Eastview more desirable and increase assessment, probably to \$45 or \$50 million, with a growth in population from 26,000 to about 35,000 over the next 25 years. Poor people displaced by urban renewal will be rehoused in public housing.

The Eastview Suburban Roads Commission was also discussed and it was stated that while it costs Eastview about \$15,000. a year it provides no direct or indirect benefit to the City, and is an out-of-date piece of government machinery. Despite being required to set it up after leaving the County however, Eastview has benefitted

financially by becoming a City although not to the extent of the \$85,000. annual saving anticipated.

The hope was also expressed that some future Federal government buildings will be located in Eastview. Finally, it was noted that as long as Eastview's autonomy is retained, there are some services - particularly the physical and impersonal services - which might be more effectively performed by a regional body of some kind, on which all the municipalities would be represented; this view was essentially similar to that expressed in the Brief of the Eastview Planning Board.

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NELSON CHARLEBOIS,  
REEVE OF THE TOWNSHIP OF CUMBERLAND

BRIEF

This brief is submitted in support of Cumberland Township's submission, which blamed the township's unjust share of the Prescott and Russell County road funds for the poor County roads in Cumberland. Recent events indicate that this County policy has not changed.

The County Road Superintendent recently prepared a Road Program for the County Road Committee composed of the Reeves of Alfred Village and Alfred, Cambridge, Longueuil, Cumberland and Russell Townships. The program apportioned the 1965 county road levy among contributing municipalities according to the county road "Needs Study Report". Some of the traffic counts from that Report are shown below along with township contributions toward county road funds and the proposed road program apportionment:

| <u>County Road and Township</u>        | <u>Vehicles per day</u> | <u>Underlined Twp. Contribution to County roads</u> | <u>Underlined Twp. Road Program Apportionment</u> |
|--|-------------------------|---|---|
| No.1 <u>CUMBERLAND</u>                 | 750-900                 | \$43,380.00   | \$72,000.00                                       |
| No.15 <u>ALFRED-S. PLANTAGENET</u>     | 150                     | \$17,505.00   | \$28,000.00                                       |
| No.5 <u>CAMBRIDGE-RUSSELL BOUNDARY</u> | 280-360                 | \$15,683.00   | \$50,000.00                                       |

This fair and reasonable distribution of county road funds was not adopted by the Committee despite several motions by the Reeve of Cumberland Township. Instead, through successive motions, the Committee transferred \$22,000. from Cumberland to Alfred Township county roads and a further \$28,000. to county roads in Cambridge Township.

This wholesale confiscation of funds seems to justify the contention that representation on the United Counties Council is weighted against Cumberland Township. The Township wishes to withdraw completely and unconditionally from this unworkable, unjust and unwarranted union, and would welcome union with Carleton County.

HEARING

Reeve Nelson Charlebois, Clerk, R. J. Kennedy, Township Solicitor, J. P. Nelligan and Mr. Clarke Rothwell, member of Council were present for the submission.

The Reeve emphasized that while the township's contribution to 1965 County road funds was \$43,380., and a proper allocation for County road work in the township (estimated on the basis of a County road needs study and traffic volumes) would have been \$72,000. as proposed in the County Engineer's budget, the County Roads Committee has transferred all of this \$72,000. for road work in other areas of the Counties, allowing Cumberland only \$10,000. for fencing a development road which the Province is to build through the township.

While this decision of the Road Committee must still be adopted by the County Council, Reeve Charlebois made it clear that regardless of Council's decision, Cumberland wants to sever its relationship with Prescott and Russell, and join Carleton County.

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COUNCIL  
THE TOWNSHIP OF NEPEAN

BRIEF

The review area economy is largely dependent on the Federal government and the National Capital Commission. For example, the Greenbelt acquisition has created municipal problems in transportation, sanitation, utilities, education and equalization of tax burdens. Further, developments in Goulbourn, March and Cumberland Townships might have occurred in Gloucester and Nepean Townships but for the Greenbelt. These problems are little recognized by the National Capital Commission.

The township is opposed to a Federal District governmental form which would result in loss of local autonomy, neglect of local interests and lack of tax benefits. However, greater liaison is needed between the National Capital Commission, Federal Works Department and local authorities in matters of area planning. The proposal that the Mayors of Ottawa and Hull should be represented on the National Capital Commission does not meet the problem in other municipalities like Nepean and Gloucester where it is actually more acute. The solution must be found in regular (probably quarterly) meetings held between the National Capital Commission Executive and area municipal councils. There would also be real advantage to a standing Joint Committee of the Senate and House of Commons which could review all National Capital Commission work and receive any area representations.

But for the 10 Ottawa annexations from the Township over the past 61 years (10,456 acres), it would now be far more populous than the City. The continuation of annexation, even just to the Greenbelt limits, is not an acceptable solution to the township or its residents. The 1950 annexation left the township with 15% of its original assessment and no municipal buildings or staff, no assessment or road departments, no fire hall, police station, township garage, health unit or high school. The totally disrupted municipal admin-

istration was rebuilt around one remaining Town Hall. Annexation would not provide the annexed portions with more services than at present and would disrupt the provision of services to the remainder of the township. Annexed portions would be required to share the costly burden of service facility replacement in Ottawa. Further, the annexed portions would not benefit from the less favourable Debt per Capita and Debt/Assessment ratio of Ottawa; it is dubious that a better municipal administration would be provided, in the light of the Payne-Ross report. Advantages lost to both sides are illustrated by the still unconstructed state of the Richmond, Baseline and Merivale Roads pointing up the loss of Provincial grants. Township experience indicates smaller administrative units are likely to be more efficient and so supports the retention of the township's present boundaries.

The township-county relationship is generally satisfactory. While the township represents 40% of County assessment and ought to have greater representation at the County level, maintenance of the status quo is preferred at present. The present County system could be expanded to serve on a regional basis in matters of assessment, planning, health, roads, fire and police.

Due to the new 1950 start, all township services are new, modern and equal to any other Ontario municipality; the ratepayers are generally satisfied.

- a) Education - all schools, including the one pre-1950 school, are under the Township School Area Board which should be given a fair trial before a larger administrative unit is considered. Two new high schools (township built, administered by the Ottawa Collegiate Institute Board) and one at Richmond serve the area satisfactorily with educational facilities comparable to Ottawa. The greater proportion of municipal corporate expenditures on education (51.2% compared to Ottawa's 32.3%) reflect the lower age levels in the township.

b) Health-Welfare - The County Home for the Aged, the Children's Aid Society and the County Health Unit provide adequate service for the township's present limited needs. There is doubt that a municipal administrative change would provide more adequate hospital facilities. Prior to Ontario Hospital Services Commission formation in 1953, a non-resident surcharge of 25% was paid to Ottawa hospitals. This was estimated to amount to \$50,000. for Ottawa Civic Hospital alone - sufficient to carry the debenture issue to erect a 100-bed hospital; the surcharge was abolished in 1953. A 5-member appointed committee is investigating construction possibilities of a Nepean Hospital (as recommended in a recent Ontario Hospital Services Commission report). The problems of non-Ontario-resident patients representing 76,000 patient days locally, and of indigent patients rumoured to be treated at less than cost at Ottawa Civic Hospital, deserve consideration by the Review.

c) Planning - The township now has a planning expert on staff, subdivision control, a Committee of Adjustment, and a restrictive zoning by-law for township lands inside the Greenbelt, with progress being made toward zoning the balance of the township. The township reeve is a member of the city-staffed Ottawa Planning Area Board while the County Engineer, the Suburban Roads Engineer and a National Capital Commission staff member sit on the County Technical Advisory Committee. Although the Department of Municipal Affairs turned down a 1962 proposal for a County Planning Agency, the most urgent need in the review area is for additional planning facilities; the basic problem is not the lack of planning boards, but of planners, however. The township supports a competently-staffed County Planning Agency with the Ottawa Planning Area Board as a city agency only; joint meetings (at least quarterly) between the County Board, the City Board and the National Capital Commission Executive could coordinate policy-making and foster joint objectives. The Federal government should contribute substantially

to these projects.

d) Sanitation-Utilities - The township built the only full-treatment sewage disposal plant on the Ottawa River; it is capable of servicing present and future area needs, although the Greenbelt complicates the servicing problem. A sewer agreement has been reached with Goulbourn and March Townships and awaits final Ontario Water Resources Commission approval. An adequate water supply is purchased from Ottawa; any additional filtration facilities needed should be built up-river by the Ontario Water Resources Commission and sold at cost to the area municipalities. A storm sewer agreement with Ottawa is under negotiation. The township's hydro utility has higher power rates than Ottawa Hydro; they will be more comparable when Ottawa's long-term power contracts expire however. Any advantages to township residents of being able to purchase Ottawa hydro power would be more than offset by the advantages of local autonomy.

e) Roads-Transportation - The present township network of Provincial Highways, Suburban, County and Township roads is superior to Ottawa's network which now requires major reconstruction. Road coordination can be best achieved within the County and Suburban systems. While public transportation is a problem in the township, some suburban areas like Bayshore and Parkwood Hills are better served by the Ottawa Transportation Commission than certain City areas. The Ottawa Transportation Commission opposes one possible solution, the provision of a suburb-to-city service by other operators. An Area Transit Commission can be established by agreement however, when and if needed.

f) Parks, Recreation, Community Facilities - While the need for parkland in downtown Ottawa is urgent, the township has adequate parkland available and the proposed National Capital Commission development at Shirley's Bay is expected soon. Two new arenas at Merivale and Bell's Corners will be completed this year and

a township administration for recreational facilities provided soon. The township Public Library of 25,000 books is expanding rapidly and is doing an adequate job.

g) Police, Fire Protection, Justice - The township's 24-man police force is efficient and co-operates fully with other area forces; 2 modern and adequately equipped fire halls serve the area satisfactorily. Justice administration is capably arranged at the County level.

h) Municipal Administration - Township staff consists of a Clerk, Treasurer, Tax Collector, Assessment Commissioner, Engineer, Planning Engineer, Roads Superintendent, Building Inspector and Hydro Manager heading a full-time staff as capable as more specialized City staffs. Council intends to delegate some administrative functions to the staff leaving Council free for policy making decisions. As has been the case with Hydro, the parks, recreation, planning and hospital functions could be transferred to Commissions and Committees. Ratepayers generally approve of the present administration but some have advocated the enlargement of Council membership and others a ward system. The majority of Councillors, however, feel a ward system might lead to an insular, parochial approach to township problems and are in favour of a small cohesive council as being more efficient and expedient. The township feels that County Assessment is desirable and inevitable and favours competent financial control with long-term planning and capital programming; this should be achieved through simplification of rather than addition to present machinery.

The township does not feel that any of the above mentioned areas could be assisted or improved upon by a metropolitan form of government; it opposes the addition of another government stratum, (the Federal, Provincial, County, Township, National Capital Commission and School Boards make six authorities at present) particularly one

that is not immediately responsible to the electorate.

Presumably a metro government would have some local representatives. It is doubtful that local officials could efficiently serve the local, county and metro interests effectively or that the metro form of government is unassailable considering the present demands for a unified system in Winnipeg and Toronto.

If regional government means supplanting local and county governments by one integrated authority, it is not considered practical at this time, since it is doubtful that one authority serving such a large territory can effectively respond to the will of the people it serves.

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#### HEARING

Reeve Aubrey Moodie, Richard Bell, Township Solicitor, Samuel Chipman, Township Engineer, David Hobbs, Township Clerk, William Bothwell, Township Treasurer, and Harold Charmley, Township Planner were present at the submission.

Experience of the 1950 annexation was noted as the reason Nepean is willing to share some of its autonomy with the County, but not with the City. Nevertheless, confidence was expressed that area planning could be effectively coordinated by voluntary cooperation of a County Board, a City Board and the National Capital Commission.

It was not felt that people who have moved from the City out to Nepean bear any responsibility for the City's welfare load; welfare case charge-backs mean that Nepean pays its proper share.

With regard to the County Planning proposal, the discussion made it clear that in addition to pooling financial resources so that adequate professional planning staff could be made available to

County municipalities, just as the County Council decision to establish a Health Unit was binding, even though it had been opposed by Nepean.

While the early attempt by the Ottawa Planning Area Board to hold the greenbelt area by refusing proposed subdivisions created difficulties for Nepean, things began improving once the National Capital Commission expropriated, and although the Townships should have been compensated a lot more for losses and costs inflicted by the greenbelt, the view was expressed that the worst is over, and the greenbelt will increasingly prove to be a greater asset than a liability to Nepean. Some \$40 million worth of buildings on greenbelt lands will assist, and services to and through the greenbelt are being and will be negotiated with the Federal government. It was stated that five years extensive urbanization beyond the greenbelt in Nepean could be foreseen.

Should annexation by the City out to the greenbelt occur - and Nepean is strongly opposed - there would have to be adequate compensation to enable the remainder of the township to continue; merging such a remaining portion with some other township was not seen as a desirable solution. Annexation in reverse by Nepean of part of Ottawa had been considered, but Nepean is not prepared to take such action.

Storm sewer negotiations with the City were noted to be possibly nearer to solution. The remaining disagreement was stated to concern only a City request for retroactive payment for storm sewers built years ago.

The present Ontario Municipal Board quota on debenturing by the township, although somewhat restrictive, was stated to be no real hindrance to development and the provision of adequate services. With regard to hospital facilities, it was pointed out that Nepean has always wanted to participate in a hospital with the City, and is prepared to do so.

Concerning the proposed joint Nepean-Goulbourn-March sewer system, the Reeve noted that the agreement is drafted but not signed yet. The current plan is to enlarge the Shirley's Bay treatment plant, which will also continue to receive sewage from the Nepean trunk, rather than having it diverted through City sewers to the Green Creek plant as had been proposed in the consultants' report.

The Suburban Roads Commission was also discussed, being regarded as one of the best in the Province; it was felt that it should be continued. If public transportation service is to be extended to parts of Nepean, and any subsidy is required, it was suggested that this should be borne only by the areas served.

Finally, it was suggested that Nepean Council works satisfactorily without a ward system. Introduction of wards it is felt, could lead councillors to serve their ward more than the township as a whole.

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A. L. DUBE

BRIEF

The following observations are made from experience as an Ottawa Secondary School teacher between 1923 and 1958:

- 1) Ottawa Collegiate Institute Board members, presently appointed by the City administration, should be elected at large. As 55% the taxpayers dollar (\$10 million locally) goes toward education, the electorate should be concerned about school management and expenditure of school funds, particularly the letting of all school contracts.
- 2) Ottawa needs junior high schools, grades 7 to 10 inclusive. At least 65% of Grade 9 students fail if "proper standards" are maintained.
- 3) The French minority in Ontario should have the same treatment as the English minority in Quebec, in both schooling and administration. While 20% of secondary school enrolment is French speaking, classes are conducted in English. Similary, French speaking educators should be considered democratically for positions as principals, vice-principals and administrators in the Ottawa system as they are at the provincial level.

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HEARING

There was no hearing in connection with this Brief, as none was requested.

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ROBERT W. MacQUARRIE and  
FREDERICK G. BARRETT

BRIEF

This brief represents the opinion of the above-named Gloucester Township Councillors who were unable to agree with several aspects of the brief approved by the majority of council and presented on behalf of the Township. It is felt that the Township brief did not come to grips with the basic problems.

This delegation's concern is with the ability of the present government system to meet the future rather than the present needs of the rapidly urbanizing area. As one overall social and economic complex with Ottawa as the hub, the township's problems are those of the area and vice versa.

The City of Ottawa and the County of Carleton have both proposed improvements for municipal government. Ottawa's suggested annexation to the inner greenbelt limits would weaken Gloucester and Nepean townships and therefore, the County. These two townships are paying their own way for services so that annexation would benefit no one but put Ottawa in a more dominant position than it enjoys now.

While strengthening of the existing County system has some merit, it discounts the existence of Ottawa as an integral part of the area. Further the century old County system was set up for a predominantly rural economy and is not geared to cope with today's suburban need for services which varies from one municipality to another. Indirect and disproportionate County Council representation is weighted against the suburban municipalities. Gloucester and Nepean are more aligned to Ottawa than the County because of their services.

Gloucester has been providing a high standard of municipal services but can it continue to do so? Its rapid rural to urban transition is causing an increasing demand for varied and elaborate services. As commercial and industrial assessment will increase less

rapidly than population and expenditures on education and services, the township could be in serious difficulties in the future.

The problems can be met in four alternative ways:

- 1) a planned distribution of Federal buildings and works throughout the suburban municipalities, or
- 2) increased Provincial assistance towards services, thereby compensating in part for low commercial and industrial assessment. These alternatives would preserve municipal identities.
- 3) Pooling the resources of the whole area to provide pre-determined standards of education, police, welfare assistance and possibly hospitals and libraries. An administrative authority could disburse the funds collected from each constituent municipality. This would preserve municipal identities with some loss of local autonomy. The one weakness could be the dominant position of Ottawa on any area board. This solution would largely eliminate competition for commercial-industrial development and allow such development to locate where most suitable from a planning point of view. It would also provide less area inequality in the provision of services and burden of taxation, pre-supposing an area assessment of course. An Area Planning Board would control and coordinate official plans, major roads, zoning by-laws and development policies. Local boards would control local planning subject to the Area Board's approval.
- 4) An Area Government would have all the advantages of the above solution while providing more equitable elected representation and more effective machinery for continuous coordination of Federal, Provincial and local government activities.

This is the solution which is recommended and discussed in detail below.

It is felt that a two level system is necessary to effectively provide all services and functions to so large an economic and social area. This would mean one administrative unit responsible for matters affecting the whole area and semi-autonomous districts

with control over local matters. New municipal boundaries would be established by further studies, where appropriate, with the population of the districts comparable.

Local representation to the Area Board should be by direct election rather than having senior elected officials of each district become automatic Area Board members. Representation should be by population which should regulate the size of local and area councils, but rural or developing districts should be guaranteed a minimum number of seats on the Area Council. It is suggested that the term of office for municipal councillors be extended to at least three years.

Various functions could be controlled as follows:

1) Area assessment with trained and qualified staff employed.

Appeals would be through a Court of Revision sitting in various districts.

2) An area Board of Education with a representative from each district (Chairman of local board) to establish minimum facility standards, salaries and other expenses and financed by area taxation paid to district boards. These would also be local elected boards which would administer local facilities and determine local requirements subject to Area Board approval. Local boards could levy taxes on local residential property for extra facilities beyond basic Area Board level.

3) Health and Welfare problems, such as public hospitals and housing etc. should be under area control with local boards of health responsible for health clinics, etc.

4) An Area Planning Board would control and coordinate official plans, major roads, zoning by-laws and development policies. District boards would control local planning subject to the Area Board's approval and Committees of Adjustment would be a district function.

- 5) Hydro should be under area control along with water purification plants, trunk water mains, sewage disposal plants and trunk collector sewers; cost of trunk facilities might be paid for on a use basis. Local distribution facilities should be under district control.
- 6) Parks, recreation and community services including libraries are logically regional with certain local aspects.
- 7) Police and fire protection should be on an area basis with district stations. The area government would coordinate fire services and provide specialized services. Each district would determine and pay for its additional facilities which would be controlled by the central agency.
- 8) Major and local roads would be controlled by the area and district boards respectively.
- 9) Justice administration should remain on an area basis as at present.

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HEARING

Both authors were present to submit their Brief.

It was noted that its similarity to the Brief submitted by Mr. John Butler reflects the fact that Mr. MacQuarrie and Mr. Butler were on the original Gloucester committee appointed to draft a township submission.

During the discussion, Messrs. MacQuarrie and Barrett clarified several aspects of their Brief as follows:

- 1) The concern is over Gloucester's ability to cope with future growth, and this is because of the likely rate at which such growth will occur, requiring forward planning and prompt response if needs are to be met. It is felt that the rural-dominated County Council (where Gloucester and Nepean with about 70% of the County's population and assessment have only 30% of the votes) would not be capable of responding rapidly enough to future growth, so that strengthening County government does not

offer a realistic solution.

- 2) Similarly, annexation by the City would no doubt be resisted, and even in the unlikely event that it could be shown to be financially advantageous for both parties, would not provide a suitable form of government. It would also leave un-annexed portions of Nepean and Gloucester with serious problems and inadequate resources. Gloucester is not now a burden on the City's services or facilities, and is in fact contributing its fair share or more to several of these. In the case of Suburban Roads, it is felt these should be taken over entirely by the Province.
- 3) The fact that urban development in Gloucester is taking place in four rather widely separated areas does not add materially to servicing problems in the township, as each of these areas is being provided with water and sewer facilities of a different source.
- 4) For the regional government which is proposed, the proper area of jurisdiction would be the entire social and economic area of which Ottawa is the hub. It is thought that this probably excludes part of Carleton County while including part of Russell County.
- 5) The regional planning board should probably have over-riding jurisdiction over local boards. In the case of some other functions for which local boards were suggested in the Brief, it is possible that a local administrative branch of the regional department would suffice; libraries would perhaps be a good example.

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MICHAEL LACKNER

BRIEF

A system of regional government should be established, based on a partnership between an enlarged City of Ottawa (to the inner Greenbelt limits, including Rockcliffe Park and Eastview) and a reorganized County (to include Cumberland and possibly Russell Townships, both of which are socially and economically aligned to the area.)

The present Township form of government would be replaced by a strong County authority, elected at large. A Board of Arbitration, composed of three elected representatives from the County, three from the City and a provincially appointed Chairman, would deal with conflicting matters on planning and finance. It should have power to order and enforce necessary changes, possibly through the Courts. Representatives on both the City and County Councils should be elected at large.

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HEARING

During the discussion Mr. Lackner clarified certain points in the Brief, noting that the proposed regional government would comprise only two municipalities, one called Carleton extending from the inner limit of the Greenbelt to the present County boundaries on the west and south, and taking in Cumberland and possibly Russell townships to the east, and the other the City of Ottawa enlarged to the inner Greenbelt. Each would elect its councillors at large, and each would also elect at large three representatives especially and solely as members of the Board of Arbitration, which would have a Provincially appointed chairman.

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BRIEF

The development of Ottawa and area is complicated by apparent duplication of planning authority. There are many instances of plans, made or approved by local government, being nullified by previously unknown plans of the National Capital Commission imposed by extensive use of private property expropriation.

Examples include the recent expropriation of an apartment building at the beginning of construction, at Sparks Street and Bronson Avenue; expropriation of a motel on Highway 31 a few weeks after completion; and expropriation of several new houses in Rothwell Heights, whose construction a few years before had been sanctioned by the National Capital Commission.

This raises the following questions:

- a) Should not the building permit issuing authority be required to protect the resulting buildings from expropriation for a reasonable amount of time?
- b) Why should citizens in compliance with the requirements of elected Provincial authorities be uprooted by the National Capital Commission which has no elected area representatives on its Council?
- c) Should not the senior governments consider how to avoid the kind of anarchy which results when officials plan late, arbitrarily and secretly, then impose their plan on one already existing?

It is suggested that the arbitrary over-ruling of elected authorities by appointed officials is unworthy of a democratic country and that the senior governments should outline the limits of their constitutional authorities over municipal matters for the citizenry. Unless Ontario intends to cede its authority over such matters, it should contest this duplication.

The provision of regional services such as hydro, water and sewers would be shared by agreement of the two municipalities, with the Board of Arbitration enforcing cooperation in the event of disputes and dictating the degree of integration. The Board of Arbitration would thus adjudicate rather than legislate, and would not constitute a senior level of government *per se*.

HEARING

There was no hearing in connection with this Brief, as none was requested.

THE OTTAWA BOARD OF TRADE

BRIEF

Note: The Review was notified during the public hearings that this Brief was under preparation, but could not receive the required consideration and approval of the Board's membership in time for submission at the hearings. It was accordingly agreed that it would be submitted later, for inclusion in this summary report.

The Brief recommends:

- 1) That the City of Ottawa should be expanded to the outer limits of the Greenbelt.
- 2) That the area remaining within the present boundary of Carleton County should be formed into a single municipal corporation.
- 3) That liaison machinery should be established between these two bodies (i.e. a joint regional authority) so that those problems which are common to both may be dealt with in the most effective and efficient manner.
- 4) That some effective procedure should be developed whereby problems inherent in the dual role, i.e. municipality and national capital, can be resolved on a continuing basis.

The joint regional authority should have jurisdiction over such functions as area planning, health, hospitals, schools, police, welfare, assessment, regional parks and recreation facilities, arterial roads and bridge construction, public transportation, traffic engineering, air pollution control, Emergency Measures Organization, industrial development and tourist promotion. The Federal government should be represented on this regional authority, and it would also serve as the local arm of provincial authority.

The two local municipalities, Ottawa and Carleton, would have jurisdiction over sewers, water, internal circulation, community planning and community parks and recreation facilities, etc.

The three Ottawa school boards would expand to administer the enlarged City of Ottawa area. Primary schools in the County area would become the responsibility of a County Unit. The present administration of secondary schools in the townships by the City authority has proven satisfactory, and might well be expanded. Joint action in retention of school staff, purchasing, etc. should be considered.

A complete reassessment of the entire area would presumably be required.

Federal and Provincial properties, including those of Crown Corporations and the Military should contribute grants equivalent to normal taxation, with credit allowed for government installations which provide their own services.

All financing arrangements, financial records, assessments billing and administration should be provided by a central staff serving the entire area, for greatest efficiency.

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